

Working with the Security Sector to End Violence against Women and Girls

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- Why work with the security sector?
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- What are key entry points and strategies?

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What is this module about and who is it for?

Objectives: This module contains guidance on why and how to work with the police, military and other security sector actors to prevent and respond to violence against women and girls. It aims to:

- summarize available knowledge globally on the role of and effective practices for engaging the police, military and other security actors in addressing gender-based violence;
- support the implementation of initiatives that work with the police and military to improve their responses to violence, including by making available leading resources; and
- promote ongoing learning and knowledge-sharing on how to work with the police and military to eliminate abuses against women and girls.

Contents: The module outlines key approaches and intervention strategies for engaging the security sector and provides step-by-step guidance on how to design, implement, monitor and evaluate initiatives that work with the police primarily (and in specific contexts, the military) to respond to violence against women and girls. The guidance is complemented by illustrative examples and in-depth case studies of good and promising practice, along with annotated references to key tools, manuals, training modules and other materials (text, audio, visual) on how to work with the police, military and other security actors.

Audience: The module targets key practitioners working at the community and national levels including government officials, representatives of the police and military, advocates from civil society groups, women's organizations, among others involved in the development, implementation, monitoring and evaluation of initiatives, as well as policy-makers and international donors who support work to improve the responses of the police and military to gender-based violence.

Methodology: The knowledge module is based on a comprehensive review of online [literature](#), including research papers, programme documents, reviews and evaluations, training materials, as well as interviews with expert informants, comprising police and military personnel, academics, donors, non-governmental organizations and other practitioners working with civil society. As the overall [evidence-base](#) of wide-ranging, peer-reviewed research is very limited for initiatives engaging the sector, the module also draws upon emerging strategies and efforts considered promising practice by experts, based on findings and recommendations from smaller scale research, programme reviews and evaluations, as well as guidance provided in handbooks, manuals and toolkits. The module will be updated on an ongoing basis alongside the continued identification of lessons learned and evidence of effective practices within the sector.

How is the security sector covered in this module?

The security sector is a broad term that includes “defense, law enforcement, corrections, intelligence services and institutions responsible for border management, customs and civil emergencies”, among other actors and institutions ([United Nations General Assembly, 2008](#)).

Given their central role in the prevention of and response to violence against women, this module primarily covers the police, and where relevant, the armed forces; management and oversight bodies; as well as civil society including community-based groups that work on women’s security issues. The role of the justice sector - including the penal system - is covered in the [justice module](#) and the role of international peacekeepers is covered in the [conflict/post-conflict module](#). Links to other modules on the site are made as appropriate.

Key actors and institutions across the sector that can play an important role in both the prevention of and response to violence against women and girls include:

State security actors:

Police services: police based within communities and community liaison officers; national police; border/frontier police; cross-border police (e.g. [Interpol](#) – the largest international police organization – and [Europol](#)); gendarmerie/ military police

Armed forces: the army; navy; air forces; military installations and official state paramilitary forces (distinct from armed groups) (e.g. Indian Paramilitary Forces)

Border control: border guards, police or patrols; frontier guards or police; customs authorities; and coast guards

Reserve security units: civil defense forces; civil protection forces; civil emergency forces; national guards (e.g. [Federal Bureau of Investigation](#), USA)

Intelligence services: internal and external (e.g. national intelligence services, national security agency, see a [list of national intelligence agencies](#))

Justice services: prisons; criminal investigation; and prosecution services

Management and oversight bodies:

Executive bodies: the executive; national security advisory bodies/ committees; ministries (defense, internal affairs, foreign affairs, justice, and finance); and national audit office

Legislative bodies: Parliament and select legislative committees (e.g. defense, foreign affairs, interior, public accounts)

Independent oversight bodies: ombudsperson; human rights; and public complaints commissions

Civil society organizations: civilian review boards; non-governmental organizations; and community groups

Regional organizations: where these bodies operate in a peacekeeping or election monitoring capacity, management and oversight role such as the [United Nations](#); [North Atlantic Treaty Organization](#); [European Union](#); [African Union](#); and [Economic Community of West African States Standby Force](#)

Non-state actors:

Non-statutory security forces/ armed groups: liberation armies; guerrilla armies; private security companies; political party militias; paramilitaries; and vigilante groups

Traditional authorities: Customary and traditional authorities; justice systems

In some cases, boundaries between state and non-state actors become blurred (e.g. state-sponsored paramilitaries or militia groups)

Why work with the security sector?

- **Police officers, and in some settings, military personnel, may be the first state responders to incidents of intimate partner violence, sexual assault and trafficking, among other [forms](#) of violence women experience.** Although security personnel may have limited reach outside of key towns and cities in many contexts, cases of violence against women are frequently reported to the police (and in conflict-affected or post-conflict settings, to the military). While family members, civil society organizations, traditional and local leaders often provide initial support to survivors of violence, the police are a survivor's first point of contact with the state in many cases ([Population Council, 2010](#); [ICCLR/UNODC, 1999](#)), and it is critical that they have the [institutional and human capacities](#) to respond appropriately and sensitively to the needs of survivors. This will encourage survivors to report their experiences of violence and provide them with the relevant [services and referrals](#) to medical and psycho-social assistance, as well as shelter, legal, economic and other supports.
- **The police and military have a legal responsibility to protect the rights of women and girls.** A variety of [international and regional laws and instruments](#) enshrine the right of women and girls to live free from violence and the threat of violence and establish specific responsibilities ([due diligence](#)) for the police and military personnel to uphold these rights (see also the [legislation](#) module for specific duties of police officers in addressing [domestic violence](#), [sexual assault](#), [forced marriage](#), [female genital mutilation](#), [honour crimes](#), [maltreatment of widows](#), and [dowry-related violence](#)).
- **The police (and in certain settings, the military) can play a key leadership role in preventing violence against women.** Personnel may employ a range of actions such as [working with community groups and leaders](#) to identify specific threats to women's security and plan prevention strategies; using [specific deployment strategies](#) to stop or deter incidents of violence; [engaging in outreach](#) activities; and communicating how they will work to address the issue, which can send a message to the population that the behaviour is not acceptable. Police commitment to addressing violence can create momentum for partnerships with government officials and service providers, which is critical for advancing comprehensive multisectoral responses with holistic support for survivors.
- **The police play an essential role in facilitating justice for survivors.** It is critical that they are [trained and equipped](#) to respond quickly and appropriately to [investigate reported incidents](#) of violence; to apprehend perpetrators; and to record the [evidence](#) needed to prosecute them in a court of law. Police must also [work effectively with other key service providers](#), especially the [judiciary](#), as part of a referral network for survivors.
- **Public perceptions and trust in security personnel (most often police), can be influenced by police responses to violence against women.** Security responses also influence the decisions of women, their families and communities to use the services of and collaborate with security personnel or turn to other actors for the provision of protection and justice (e.g. vigilantes, customary authorities). In situations where police (or other uniformed personnel) are highly visible in communities, they may be able to act as positive agents of change by modelling behaviour which challenges existing norms around violence and promotes more gender-equitable attitudes and practices.

- **Law enforcement and other uniformed personnel at times perpetrate violence against women and girls.** This violates their mandate and can diminish confidence and trust in security institutions, reducing the effectiveness of the sector as a whole. Ensuring security personnel are [held accountable for any abuse of women's rights](#) and understand the [causes](#) and [consequences](#) of such violence is key to ending impunity in the sector and society more widely.
- **Integrating issues of violence against women (and gender mainstreaming more broadly) is a core component of a comprehensive, effective and sustainable security sector reform process.** Establishing targeted and sector-wide approaches to these issues can result in more representative, non-discriminatory security institutions, which respect human rights of men and women and are trusted by civilians, particularly survivors of violence ([OECD/ DAC, 2009](#)).

What is known to date about working with the police and military (i.e. the evidence base)?

- The evidence base on effectively engaging police, military and security institutions broadly to address violence against women and girls is currently very limited. The majority of the evidence available relates to police responses to violence against women, and there is a considerable gap with respect to large-scale evaluations, research, comparative studies or meta-analyses. Illustrative large-scale studies available in this field, include:
 - [Women's Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice](#) (Jubb, Camacho, D'Angelo, Hernández, Macassi León, Meléndez López, Molina, Pasinato, Redrobán, Simas de Souza, and Yáñez De la Borda, 2010), which compares women's police stations across four countries. See also the [case study](#) on Women's Police Stations.
 - [Comprehensive Responses to Gender-Based Violence in Low Resource Settings](#) (Population Council, 2010), which summarizes key lessons from the implementation of multisectoral (health, criminal justice, psychosocial services) programmes in six countries within sub-Saharan Africa.
 - [Challenges and Opportunities for improved Monitoring and Evaluation of Security Sector Reform Programmes](#) (Rynn, S., and Hiscock, D. for Saferworld, 2009), based on five country case studies (Albania, Bosnia and Herzegovina, Papua New Guinea, Sierra Leone and Uganda) and five surveys (European Union; United Nations; and governments of the Netherlands, the United Kingdom and the United States). The research finds that there is very little adequate monitoring or evaluation of security sector reform processes, although it is not focused specifically on violence against women and girls.
- The limited evidence base of evaluations and studies on security sector, police and defense reform programmes reflects the relatively recent attention given to gender issues and violence against women within security sector programming and policies (particularly in the ten years following [UN Security Council resolution 1325](#) in 2000). Although discussions on the need for a comprehensive and integrated approach to the security sector in development contexts were ongoing from the early 1990s, the term 'security sector reform' was first introduced in 1998 by the United Kingdom's Secretary of State for International Development ([Sedra, 2010](#)).

- Through UN Security Council [resolution 1325](#) and subsequent resolutions that address conflict and post-conflict situations ([1820](#) (2008), [1888](#) (2009) [1889](#) (2009) and [1960](#) (2010)), security institutions are obligated to be more responsive to issues of violence against women. These resolutions have also encouraged a number of organizations to work more closely on women's security issues (e.g. the [Initiative for Inclusive Security](#), the [Geneva Centre for the Democratic Control of Armed Forces \(DCAF\)](#), which began work in 2003 to support the integration of gender issues in security institutions and sector reform processes, and the [Women Peace and Security Network Africa \(WIPSEN-Africa\)](#), set up in 2006 to promote women's strategic participation and leadership on the subject in Africa). See also the Women Peace Portal for a [list of organizations](#) working on peace and security issues.
- Where research and evaluations exist, they are often based on small-scale interventions or specific programmes. Some examples include:
 - *Evaluation of the Family Response Unit District 10 Police Station Kabul* (Murray T. for Canadian International Development Agency, 2006; and [Police-Building in Afghanistan: A Case Study of Civil Security Reform](#) (Murray, 2007)
 - The Zambian Ministry of Home Affairs (Police Service), Ministry of Health and Population Council 2005–2008 [research study](#) to improve services for survivors of gender-based violence, which highlighted the positive impacts of police provision of emergency contraception, including strengthening multisectoral collaboration and responses.
 - [Women Building Peace and Preventing Sexual Violence in Conflict-Affected Contexts: A Review of Community-Based Approaches](#) (United Nations Development Fund for Women- UNIFEM, 2007) review of the DFID-funded UNIFEM programme.
 - The 1998 [New Workplace for Women Project](#) by the Albuquerque Police Department in collaboration with the Institute for Women Trades, Technology and Science, which notes key practices for improving the recruitment, retention and advancement of female police.
- Other related literature includes:
 - Gender assessments of security sector reform processes, particularly for post-conflict countries, which cover sector responses to violence against women. For example, see assessments from [Sierra Leone and Liberia](#) (DCAF-WIPSEN, 2008) and [Burundi](#) (International Alert, 2008).
 - Public perceptions surveys with data on attitudes towards violence against women and security responses. For example, [Palestinian Women and Security: Why Palestinian Women Do Not Feel Secure](#) (DCAF, 2010); [National Community Attitudes Survey – Australian attitudes to violence against women](#) (Victorian Health Promotion Foundation, 2010) and [Personal Safety Survey – Australia](#) (Australian Bureau of Statistics, 2006).
 - Country-specific reports on the subject, for example, [ACCP Country Report-Belize: Strengthening State Accountability in Policing and Prosecuting Sexual Assaults](#) (A. Moore, 2009); and [Pacific Prevention of Domestic Violence Programme - Kiribati Report](#) (D. Lievore and P. Fairbairn-Dunlop, 2007).
- While the research and surveys are important for informing or monitoring specific programmes, they are not necessarily linked to specific interventions or strategies; do

not frequently assess the outcomes of specific strategies or approaches to working with the sector; and are often based on a small sample size, which is not representative of the broader population or context. These factors, among others, limit the generation of lessons learned and promising practices for application to broader contexts.

- Geographically, there is greater information on security sector experiences addressing violence against women and girls from countries that have had more comprehensive sector reform programmes (e.g. South Africa and Uganda) and from the global north (e.g. Canada, the United Kingdom and United States). There is limited information from countries which have recently emerged from conflict or are still engaged in protracted conflict and have not yet begun to fully institutionalize response and protection procedures or protocols around violence against women
- Knowledge on promising policy and operational practices and lessons learned is also limited in countries where information about the sector is not available to the public.
- Despite the limited evaluated evidence of strategies and approaches, there is a growing number of [programming tools](#) (guides, manuals, curricula, etc.) available for working with the security sector, particularly for training initiatives and largely drawing upon experiences of countries in the Global North or from post-conflict settings.
- There are also a substantial number of practical guidelines for security sector reform which have been based on findings and recommendations of experts and practitioners engaged in implementing reform programmes in the field, including toolkits for the integration of gender issues within the process.

What are the main challenges?

- **Lack of political will and leadership:** Experience suggests that sustained political commitment is required from the international community, national leaders and top management to ensure security institutions uphold women's rights and address violence against them. Sustaining such political will is difficult due to limited understanding of the impact that violence against women can have on security outcomes (e.g. community stability). Additionally, governments may not consider gender-based violence to be a priority vis-à-vis other security issues due to financial or other capacity constraints. A lack of political will may result in inadequate resourcing of security institutions and dedicated mechanisms for security personnel to address violence against women. This also undermines the rights of survivors to access basic protections and perpetuates a political and social environment where such violence is tolerated ([United Nations, 2006](#)).
- **Limited resources and infrastructure:** Even where there is political will, in many contexts – especially fragile and conflict-affected settings – security institutions may simply lack the infrastructure, including basic equipment or transportation, or financial resources to protect women and girls or respond to survivors ([UNODC, 2010](#); [Saferworld, 2010](#)). This affects the ability of the police to implement preventive security measures such as routine patrols as well as their capacity to investigate, appropriately respond to and provide referrals for survivors. In low-resource settings, particularly rural areas, there are communities with little or no police coverage or where the nearest police station is several hours away. This creates additional barriers for reporting incidents of violence (e.g. transportation costs, time required to travel, ability to leave family and employment responsibilities, etc.), and enables perpetrators to act with impunity. The close relationships and connections within small communities may also prevent women from reporting to police, for example, if a perpetrator is an acquaintance or relative of a member of the police.
- **Short-term and fragmented investments:** Initiatives to address violence against women within the sector are often developed and implemented with a short-term timeframe and budget. Poor funding allocations for violence against women and girls are characteristic of many national budgets and the budgets of security institutions specifically. Especially in post-conflict environments, the bulk of funding for security initiatives addressing gender-based violence is derived from the international or donor community. This creates particular challenges for continuity and sustainability given the explicitly short-term and often externally-driven priorities underlying initiatives. Policy efforts and programmes focusing on gender-based violence may also be isolated from institutional and sector-wide processes, further reducing their potential impact and sustainability. For example, the experience of [specialized units](#) (e.g. women's police stations and gender desks), which are important short-term measures in low-resource settings, has highlighted the risk of targeted efforts being marginalized from mainstream security policies and institutional practices. Once established, units are not always allocated sufficient resources to operate effectively with adequate coverage to reach the entire population. Additionally, the lack of sustained and institutionalized programming perpetuates the frequent turnover of staff knowledgeable on the issue, slows efforts to standardize norms and practices, and prevents promising pilot initiatives from being upscaled and maximizing their effectiveness ([Saferworld, 2010](#), [Villalva, 2006](#)).

- **Changing priorities within a broad mandate:** Police are required to respond to a broad range of crimes and public order issues every day, which creates difficulties for balancing commitments to address violence against women with providing responses to more established crimes within the institution. In addition, providing police with ongoing training so they are equipped with the relevant knowledge and skills to respond appropriately to violence against women (including an understanding of gender equality) is difficult given the breadth and depth of training required across all areas of response.
- **Lack of skills and knowledge among police and other security actors:** Overall, there is a dearth of security personnel (at all ranks, from administrative staff through leadership) with a sound understanding of gender inequality and how this relates to abuse against women. There are even fewer security actors with adequate technical expertise to address gender-based violence (at both the policy and operational levels). This dearth of competency has significant impact on the effectiveness of the sector to uphold its mandate to protect women and girls' fundamental right to live free of violence. In many settings, security personnel have limited or no training specific to gender-based violence; and even where personnel receive specific training, security institutions often have high staff turnover due to difficult work environments. Further, there are often limited opportunities of upward mobility for staff specializing in this area. Cumulatively, these factors may act as a disincentive to being trained on the issue and reduces retention of trained personnel, who frequently leave positions to work in units or functions that receive greater support and acknowledgement within the institution ([Barnes, 2009](#)).
- **Poor communication and collaboration between security actors and other sectors:** An effective response to violence against women and girls requires the sector to work closely with other actors from health and justice sectors, and involving local authorities, legal assistance, and other survivor support groups and organizations in order to provide the maximum protection and care for the survivor, as well as to promote the potential prosecution of the perpetrator(s). In practice, there is often limited and at times no cooperation between security actors and other service providers (e.g. health, shelter, judicial personnel) or civil society organizations supporting women and girls. Cooperation between across sectors and among actors may be strained due to a lack of formal coordination mechanisms at both a [national](#) and [community](#) level; differing provider response protocols and referral policies; and weak relationships between individuals or distrust of security personnel, particularly if they are involved in perpetrating violence or are complicit when responding to cases reported to them.
- **Dominance of informal justice systems and customary law:** In many communities across regions, especially within indigenous communities, rural areas or in settings where [formal justice systems](#) are weak, [informal justice systems](#), tribal and customary law prevail. Women may rely on or prefer to use informal justice systems; they may be perceived as the only option for recourse available, may be more easily accessible within the community than formal justice mechanisms, or may be seen to uphold traditional values. Women may also pursue informal justice because they fear being stigmatized within their family and community or fear losing economic support and opportunities should they pursue a formal judicial remedy (for example, in cases where their husbands/ partners or a community leader or authority figure may be jailed as a

result of a formal judicial process) ([Swaine, 2003](#); [Ladbury, 2009](#)). In some areas, police may refer the case to an informal system or discourage women and girls from pursuing a response through the formal system. This limits women's access to protection measures by law enforcement (orders of protection, arrest, or removal of perpetrator on cases of domestic violence) and limits their opportunities to seek redress for acts of violence against them ([Barnes, 2009](#)). There is less oversight of informal justice systems to ensure their adherence to national or international human rights standards, and that women's rights are being upheld in practice. At times, these systems often discriminate against female victims, reaching settlements without the participation or agreement of the affected woman or girl. In the worst cases, the process may perpetuate the violence she has experienced, for example, by forcing a victim of rape to marry the perpetrator. (For additional information, see the [Justice](#) module and UN Women. 2011. [Progress of the World's Women: In Pursuit of Justice](#)).

- **Discriminatory socio-cultural norms and gender stereotypes:** Most societies remain male-dominated and in many communities, violence against women and girls is largely accepted as a norm. The social stigmatization of gender-based violence survivors by family members, authorities, service providers, and police or other law enforcement actors can prevent women and girls from reporting cases of abuse. Discriminatory beliefs and attitudes held by police related to women and girls' rights and roles within the family and community are a significant barrier to improving the sector's role in addressing the issue. Security personnel and management may treat violence against women as a private matter, rather than one for state intervention, which can prevent the establishment, implementation (including enforcement) of policies, protocols and other practices to uphold women and girls' rights. For example, in cases of domestic abuse, police may try to mediate between the woman and the perpetrator with a focus on reconciliation of the couple. This may escalate the violence and dissuade the survivor from contacting police again. In other cases, research has shown that police officers have refused to record cases and have sent women back to abusive situations, often leading to further abuse and stigmatization or in extreme cases, femicide ([OECD/ DAC, 2009](#), [Sequeira, et. al., 2007](#); [Spraos, 2008](#); [Hamilton, 2009](#); [USAID, 2006](#)).
- **Discrimination and limitations on women's presence and roles in the security sector:** Despite increasing efforts to expand the [recruitment and retention](#) of women, female personnel remain a small percentage within the sector. In some contexts, women have been prohibited from working within security institutions, which are dominated by men altogether (Kaplan, 2000; [Whitworth, 2005](#)). For example, as of 2011, women represented an average of 9 percent of police forces globally ([UN Women, 2011](#)). Where they are able to find work in such institutions, other forms of discrimination in education, training and professional opportunities result in women remaining in lower-ranking, administrative roles, often receiving less pay for their work. While each woman's experience is unique, institutional environments which promote discriminatory attitudes, negative perceptions about women in security roles, and perpetuate stereotypes of female personnel, can deter women from joining and serving in the sector and affect their ability to fully contribute to the institutions in which they work. This has a critical impact on survivors, who often prefer to disclose their experience to a female officer, although women officers also need [training](#) in providing a survivor-centred response.

- **Impunity for security sector actors perpetrating violence against women and girls:**
In some contexts, security actors are amongst the primary abusers of women's and girls' rights and are themselves perpetrators. Many cases of police and military abuse of civilians, especially women and girls have been documented in human rights reports (for example, see [Human Rights Watch Reports](#); [Amnesty International](#); also documented in [reports](#) by the Special Rapporteur on Violence against Women, its Causes and Consequences). Where police and military officers operate in a culture where violence against women is considered acceptable, and is tolerated by the majority of their colleagues, uniformed personnel are not likely to be held accountable for these abuses. Such crimes contribute to the impunity of perpetrators and reduce the number of women in the police or military, which further affects opportunities for reporting abuses and access to protection; as well as limiting the overall effectiveness of security institutions ([UNODC, 2010c](#)).

What are key entry points and strategies?

Contextual entry points to address violence against women include, during:

- **Security sector reform processes:** Reform offers an opportunity to integrate strategies to address the issue across the sector in an institutionalized manner and entails:
 - A critical review of the objectives and mandate of the sector, which opens space to develop a more democratic and accountable sector that is responsive to women's security needs.
 - Assessment/ revision of security-related [legislation](#), [policies](#) and [protocols](#) that can enable advocates to promote a gender-responsive legal framework which establishes a clear mandate, objectives and procedures for security institutions to prevent and respond to violence against women.
 - Stakeholder consultation. Conceptions of the security sector have expanded beyond a narrow focus on the armed forces and police to include a broader set of [state and non-state institutions](#) engaged in the provision of security for citizens ([Vlachova & BIASON, 2003](#)). Broad consultations held with civil society and other stakeholders as part of the reform process can enable women's organizations to advocate for violence to be addressed within the wider discussion on institutional and sector-wide change. The involvement of women's organizations, and particularly representatives of migrant, indigenous or other marginalized groups in participatory reform processes, is key for ensuring discussion on the specific security threats experienced by women and girls (among other concerns) are considered and integrated into policy actions and programmes.
 - Explicit policies and efforts to recruit and retain more women in security institutions and forces, which can contribute to improving women's trust and perceptions of police and increasing reporting and awareness on the issue among personnel.
- **The revision of or adoption of new legislation:** The drafting of a new law or amendment to existing legislation can offer advocates an opportunity to promote the inclusion of [specific measures and actions to be taken by security institutions and personnel](#) in relation to promoting gender equality broadly or specifically focusing on their role to prevent and respond to gender-based violence. These measures may relate to [coordination with other entities](#); the creation of [specialized units](#); [specialized training](#); or [specific procedures](#) to be used in investigation. See more on measures that may be included within legislation related to the role of police and other law enforcement personnel in responding to [domestic violence](#); [sexual assault](#); [forced and child marriage](#); [female genital mutilation](#); [honour crimes](#); [maltreatment of widows](#); and [dowry-related violence](#). (See also: [Advocating for New Laws or the Reforming of Existing Laws](#) in the [Legislation module](#)).
- **Reporting and review of state efforts:** Identifying promising practices and gaps can be accomplished through periodic monitoring and reporting undertaken by governments, such as those required by various [international and regional agreements](#). Monitoring efforts and reports can draw international attention to inadequate protection and response mechanisms or violations of women's human rights by security institutions and can offer an opportunity to promote sector specific recommendations for states to undertake. For example, see the CEDAW Committee's [concluding observations](#), the Mechanism to Follow Up on Implementation of the Belem do Para Convention ([MESECVI](#)) monitoring reports, and [country reports](#) by the Special Rapporteur on Violence against Women, its Causes and Consequences.

- **Crisis recovery and reform processes developed during post-conflict periods:** Gender roles and stereotypes are often challenged during conflict (for example, women may find economic positions or take on political roles that have previously been held by men, or participate in other ways during conflict periods). While this can provide an opportunity for longer-term change in gender relations and attitudes towards women, there are often efforts to re-establish more rigid gender roles in the post-conflict period. Specific opportunities to integrate gender and violence against women include:
 - Changes in leadership which enable reforms of the sector, particularly when there have been abuses of power by personnel (UNDP, 2002).
 - Statebuilding and peacebuilding programmes, which are often supported by international donors and focus on developing a state that is capable, accountable, and responsive to citizens at the same time as assuring basic security, promoting peace and reconciliation. These programmes often involve consultation with different groups in society and offer an opportunity to ensure that issues of gender equality and violence against women are understood and integrated into policymaking, programmes and priorities.
 - Rule of law programmes focusing on establishing a strong, independent legal framework and judiciary, which may promote increased civil [oversight and accountability](#) of the sector.
 - Disarmament, demobilisation and reintegration programmes can raise awareness and promote a change in ex-combatant attitudes towards violence against women, which is critical in addressing the potential for increased domestic violence during the transition period following a conflict, including abuse perpetrated by ex-combatants.
 - Efforts to implement [Security Council resolutions \(SCR\) 1325, 1820, 1888, 1889 and 1960](#), which increase focus on women's security issues and violence against women within the broader peace and security policy agenda. For example, many countries are developing [national action plans on SCR 1325](#), which are often produced through a consultative process and provide an opportunity to advocate for the inclusion of a clear mandate for the sector to address violence against women with specific objectives and a strong monitoring and evaluation framework, including indicators to measure performance. To see national action plans available by country, search the [Secretary-General's Database on Violence against Women](#).
 - For more detail, see the module on addressing violence against women in [conflict and post-conflict settings](#).

(OECD/DAC, 2009)
- **The growing perception of access to security and justice as basic services** (similar to health, education, etc.): This recent shift has led international organizations to focus on ensuring security for the most marginalized and vulnerable groups. This creates an opportunity to highlight the significant [consequences](#) of violence on women and girls, their families and communities and advocate for greater attention to their security needs.

To capitalize on these opportunities and respond to the challenges of working with the police and military, there are a number of key strategies that can be pursued across four main areas:

- **Establishing a strong [legal and policy framework](#), which mandates the sector to address gender-based violence.** This should entail:
 - [Securing political commitment from the highest levels of leadership](#) and management within the sector to implement strategies and policies, while reforming the state's response to violence against women and girls
 - [Putting in place national laws with specific measures for police and other uniformed personnel](#) to uphold women and girls' right to live free of violence
 - [Instituting national policies, strategies and action plans](#) that set out roles and responsibilities of different security actors and are budgeted for implementation
 - Developing institutional policies, [operational policies and codes of conduct](#) to promote zero tolerance for violence against women and guide the work of police and other uniformed personnel in areas such as [incident response](#), [protection of survivors](#), [investigation](#), and [referrals](#)
- **Developing institutional capacities of security institutions and competencies of personnel.** To ensure the sector has the operational capacity to effectively respond to the issue, system-wide investments in the institutional capacities, structures and processes are required, including the skills and knowledge of personnel needed to respond to incidents, protect victims, investigate and refer cases. This may include:
 - Establishing dedicated [gender desks/ focal points](#) at the national level within security institutions
 - Strengthening [coordination mechanisms](#) among police, health, justice and other sectors to ensure comprehensive, multisectoral responses
 - [Implementing gender-responsive human resource policies and practices](#) (such as quotas, promotion reviews and other measures to increase the recruitment, retention and advancement of women in security institutions)
 - Institutionalizing pre- and in-service [training](#) for security personnel in women's human rights, violence prevention and response, ideally with cross-sectoral participation (i.e. other service providers) to improve linkages between agencies
 - Providing complementary [professional development](#), such as mentoring, study visits, and apprenticeship opportunities
 - Setting [professional standards](#) to ensure compliance and holding individual officers and units accountable for performance through their job descriptions and performance monitoring
 - Developing a comprehensive and harmonized [data system](#) to record cases
 - Maintaining adequate [infrastructure and equipment](#) at police facilities, such as vehicles, cameras, private interview rooms, emergency beds, and post-exposure prophylaxis and emergency contraception (for those trained to administer it in cases of rape)

- **Improving service delivery to survivors of violence and women and girls at risk.** The police (and in conflict/post-conflict settings, the military) play an important role in the effective response to victims of violence, ensuring that they are protected from further harm and facilitating redress for the crimes committed against them. It is essential that the police respect and uphold women's rights in all aspects of their work, and particularly when responding to incidents of violence against them. This can prevent re-victimization of women and girls in the immediate response to an incident or during the investigation process; ensure that they receive the wider medical, legal and socio-economic assistance to which they are entitled; and facilitate the prosecution of the perpetrators of violence. Key approaches for improving service delivery include:
 - Promoting systematic and appropriate [police responses](#) to incidents of violence
 - Implementing [standard procedures](#) for the effective investigation and documentation of cases
 - [Strengthening community-level coordination](#) as part of a multisectoral referral network involving organizations and actors providing immediate medical assistance, psychosocial support, shelter, legal and economic assistance
 - Implementing specific [operational procedures](#) (related to deployment, patrolling patterns) to better protect women and girls
 - Establishing women's [police stations/ specialized units](#), acknowledging that while women often prefer reporting to another woman, appropriately trained men in the community can also increase reporting of violence
 - Investing in '[one stop shops](#)' to meet the multiple needs of survivors in high density, high prevalence areas, and other feasible locations
 - Improving community-level security through [community-based policing](#), coordination with informal security providers and alternative mechanisms and [community engagement and outreach](#) to strengthen community trust and collaboration with security actors, raise awareness of and to promote zero tolerance for violence against women and girls
 - Developing [mechanisms to ensure compliance](#) and accountability of personnel
- **Establishing governance and oversight mechanisms that hold the sector accountable.** Effective governance alongside community, national, regional, international oversight is essential to provide checks and balances as well as to prevent abuses of power within the sector. Independent oversight (comprising supervision, inspection, responsibility and control) can ensure that institutions and actors, especially police and other uniformed personnel, respect the rule of law and the human rights of women and girls, within fulfilling their legally mandated roles and responsibilities. Methods for improving the sector's accountability include (OECD, 2009; UN Secretary General, 2008):
 - Developing [robust internal governance and control](#), including [staff supervision and performance monitoring](#), as well as disciplinary systems for reporting, responding and tracking complaints of abuses by police, military and other security personnel
 - Establishing [strong executive control](#) through measures that demonstrate high-level commitment to the issue
 - Promoting opportunities for [legislative/ parliamentary oversight](#).
 - [Instituting oversight by independent bodies](#) (e.g. ombuds offices/persons; national human rights institutions; independent review boards; audit offices; public complaints commissions)
 - Strengthening [civil society oversight](#) of the sector

II. Guiding Principles

- Interventions should be context-specific to enhance outcomes and “do no harm”
- Security efforts should be focused on taking a survivor-centred approach
- Programmes should engage the hierarchical structure and chain of command
- Security institutions should ensure ‘zero tolerance’ of all forms of violence against women
- Programmes should promote open communication which empowers survivors and communities
- Efforts should involve both dedicated and integrated programming

In addition to general [guiding principles](#), which should be considered for all violence against women programming, initiatives working with the security sector should apply the following key principles to ensure the success of any programme and best possible outcomes for survivors.

- **Interventions should be context-specific to enhance outcomes and “do no harm”**
Context-specific knowledge of the key elements and dynamics of violence against women are essential to avoid further harm to survivors or putting women and girls at increased risk of abuse. Initiatives should be aware of their assumptions and focus on understanding the specific experiences of survivors and any potential negative consequences of their efforts. For example, discriminatory attitudes by security personnel involved in a community outreach activities can deter women from seeking police assistance and send them back to an abusive situation, where violence can escalate. Programmes can use the ‘do no harm’ approach to better understand the risk or potential for their activities to have unintended negative consequences for survivors. For instance, engaging women’s support groups during a [situational analysis](#) can help police to become more sensitive to the stigma experienced by rape survivors, and strengthen practices that respect their confidentiality, such as taking statements in private facilities. The approach involves seeking to understand, at all stages of the programme cycle, the possible consequences of a particular activity or initiative (for example, understanding the benefits and drawbacks for survivors when implementing mandatory arrests in cases of domestic violence), which can support more appropriate efforts to reduce women and girls’ future risk of experiencing violence and improve their security more broadly ([Collaborative Learning Projects](#), 2010; [Saferworld, 2004](#)).
- **Security efforts should be focused on taking a survivor-centred approach**
Respecting and upholding the rights of women and girls should be central to all security efforts. As part of a [survivor-centred approach](#), personnel should respect women’s confidentiality and decisions in regards to the incident. For example, this includes if they decide not to immediately (or ever) pursue a case against the perpetrator(s) or choose to not be involved in the case, in instances of mandatory arrest and prosecution by law enforcement. Focusing on the survivor also requires that security personnel and policies reflect an awareness of the immediate and ongoing threats facing women and girls who have experienced violence. For example, in cases of domestic violence, where survivors may be living with their abuser, identifying a secure location where she feels safe to meet and conduct [safety planning](#) should be considered in the design of interventions. In cases that involve sexual exploitation, the lives of women and girls may be at imminent risk of danger from the criminal networks and individuals that have trafficked her. She is also likely to be physically moved at any point, which can create additional dangers if she has engaged law enforcement, but has not received additional protection. Other forms of violence similarly require particular safety measures (e.g. facilitating access to safe houses or shelters for those at risk of crimes committed in the name of honour).

- Programmes should engage the hierarchical structure and chain of command**

Changing practice and building skills takes time. Alongside the roll-out of broader policy and operational measures (e.g. training, infrastructure improvements and protocol development), the hierarchical nature of security institutions and chain of command structure can be utilized to facilitate changes in attitudes among personnel and increase institutional commitment to addressing gender-based violence. For example, leaders may articulate strong ‘zero tolerance’ messages on the issue to personnel across ranks and support reforms to improve responses to incidents. Prioritizing engagement with top leaders and management when planning and implementing programmes, as part of systematic reforms to improve institutional policies, capacities and operational practices can accelerate the effects and maximize the potential impact of a sector-wide approach.
- Security institutions should ensure ‘zero tolerance’ of all forms of violence against women**

Violence perpetrated by security actors, including soldiers and police officers, acting as individuals or groups, ranges from sexual harassment and assault, complicity in sexual exploitation and human trafficking, to perpetrating violence against their partners and family members. These human rights violations are perpetuated by discriminatory institutional cultures where gender-based violence is accepted as a ‘norm’. Personnel at all levels must be held accountable for any abuses they have committed as citizens bound by the same laws and as agents of the state who are obliged to uphold the rights and increase the security of all women and girls. This works to address the culture of impunity and widespread distrust of the police and other security actors that exists in many settings ([UN Office for West Africa, DCAF, ECOWAS Gender Development Centre, MARWOPNET, AMLD, 2010](#)). Effective enforcement of ‘zero tolerance’ policies can create greater demand for police services; promotes greater reporting of cases by survivors; and increases cooperation between communities and police, which improves the effectiveness of institutions and contributions of law enforcement in meeting overall security goals. Public communication on institutional efforts to eliminate violence perpetrated by security personnel (either internally or within the criminal justice system) is important to demonstrate accountability and transparency in the sector.
- Programmes should promote open communication which empowers survivors and communities**

Given the general distrust of police and limited collaboration that often characterizes the relationship between uniformed personnel and women’s organizations, as well as survivors themselves, it is imperative that police work to strengthen relationships by using open communication and demonstrating their commitment to the issue. This can help to reduce negative external perceptions about police and can improve the ability of personnel to enter into communities to better understand the concerns and security needs of women and girls.
- Efforts should involve both dedicated and integrated programming**

Independent and specifically-resourced programmes working directly with security actors, such as to increase police response to incidents of domestic violence, are critical to improving services for survivors; while institutional and system-wide changes require efforts linked to a wider security agenda and plan, such as a [national security strategy or plan of action](#). All interventions should support and contribute to improving both the policy framework under which security actors operate as well as the actual services they provide to women and girls.

III. Planning and Design

- **Getting started – conducting formative research**
 - General considerations
 - Situational analysis
 - Stakeholder analysis
 - Strengths, weaknesses, opportunities and threats (SWOT) analysis
 - Needs assessments
- **Project planning – from research to design**
 - Identifying the vision
 - Partnerships
 - Frameworks
 - Baselines

Getting started – conducting formative research

General considerations

- In order to identify the best entry points and strategies to address the issue at a national and/or local level, [formative research or situational analyses](#) should be undertaken to better understand the context in which a programme will be implemented. A comprehensive assessment of the current situation with regards to the extent ([prevalence and incidence](#)) and forms of violence, the security responses to such violence (from both the legal/policy and operational level), among [other factors](#), can contribute greatly to identifying the opportunities and risks to working with the sector as a whole and specific institutions or actors in particular, and is key for planning and designing effective interventions.
- There are different types of assessment tools which can be used for conducting the situational analyses. They can be used on their own or together depending on the type of information that needs to be gathered. Four key assessment types include:
 - [Situational analysis](#)
 - [Stakeholder analysis](#)
 - [Strengths, weaknesses, opportunities and threats \(SWOT\) analysis](#)
 - [Needs assessment](#)

➤ See additional tools for conducting [situational analyses](#).
- Research may be [qualitative and quantitative](#), and should combine the two approaches, where possible, to give a range of perspectives and enable findings to be triangulated and more robust.
- Situational analyses should draw upon existing research and documentation (e.g. [population-based studies on prevalence](#), [costs and consequences](#) of violence, crime surveys, etc); and much of the initial analysis can be desk-based. Where publicly available, crime and police records may also provide a wealth of information.
- Data collection should be as participatory as possible in order to gain a multifaceted perspective on the issue. Where there is limited data and more extensive primary research may be needed, the process should involve individual interviews and [focus group discussions](#) with key stakeholders, including survivors, leadership or personnel within the ministry of defense, ministry of interior or national police institutions, service providers, advocates, civil society organizations and perpetrators, among other actors. The perceptions and experiences of stakeholders and how effective they believe

institutions and personnel are at addressing the issue are important for understanding how to effectively create the necessary changes.

- When asking questions about intimate subjects such as domestic and/ or sexual violence, interviews with survivors should always follow [ethical guidelines](#) (OECD/ DAC, 2007).

Who conducts Formative Research?

- Assessments conducted to inform the design of gender-based violence initiatives engaging the police or security sector are usually undertaken by non-governmental organizations, donors, research bodies or independent consultants. Security institutions and leaders are usually consulted as part of the process, where appropriate; and individual personnel may form part of the assessment team (but have not traditionally conducted such assessments on their own).
- Assessment teams should include both women and men and comprise:
 - National or international experts with specific knowledge both on violence against women and the security sector. Where possible, they should have experience conducting programme or issue-specific assessments. International experts may also be useful in providing comparisons and ideas from other country settings ([OECD/ DAC, 2007](#)).
 - National experts with an in-depth understanding of the role and practices of police (and military where relevant) in relation to gender-based violence, who have the communication and facilitation skills to consult with a wide range of state and civil society stakeholders from both rural and urban contexts, including from different ethnic, national or religious backgrounds.
 - Translators may be required to ensure local language groups are engaged, with consideration given to hiring female translators when discussing issues with survivors.
 - Security personnel with gender expertise, ideally with responsibilities related to addressing violence. Male staff can particularly help strengthen male allies in security institutions, which is crucial to ensuring the success of an initiative ([OECD/ DAC, 2009](#)).

Situational Analysis

A [situational analysis](#) highlights key characteristics of the programme setting and stakeholders, including the risk factors (e.g. police acceptance and perpetration of abuse of women and girls) and protective factors (e.g. presence of gender desk/focal point in local police facility). Understanding what types of violence exist, who is most affected, and how women and girls rate the security services and actors they have access to, provides programme designers some idea of key issues to be addressed. This review is needed to determine the potential strategies, entry points, and partnerships for the planning and design of a particular intervention, which helps to ensure its appropriateness to the local context and avoid duplication of efforts. A situational analysis is distinct from and cannot replace the [baseline analysis](#) which is conducted at the start of a programme after strategies have been identified, in order to measure change, although it may complement it. A good situational analysis should be grounded in a [human rights-based approach](#), among other core [guiding principles](#).

What should be included in a situational analysis?

The table below outlines key areas with examples of relevant questions for a situational analysis of the sector that can be adapted for use at the national or local level. Potential sources of information are provided where available and where data is limited, primary research will need to be conducted. The questions could be used as part of survey questionnaires, interviews with key stakeholders or to guide focus group discussions.

<p>Nature of violence against women and girls (types and extent of violence for the particular context - national, sub-national, etc)</p>	<ul style="list-style-type: none"> • What are the main forms of gender-based violence taking place? • What is known about the prevalence and incidence of violence? • What are the characteristics of survivors and perpetrators? <ul style="list-style-type: none"> ○ Are there reported cases of widespread rapes of particular groups of women and/or girls? ○ Are there particular groups of women or girls that experience particular forms of abuse (e.g. girls between 10-19, women living with HIV) ○ Are particular groups of men perpetrating violence against women and girls (e.g. armed groups; teachers)? • Is there evidence of an increase or decrease in reported acts of violence by all perpetrators, including security personnel, over time and recorded by police and other service providers? • Which service providers do women report incidents of violence to (health care, social service, police, other)? • Do particular locations or situations pose an increased risk (when going to work, farms in transport, in the office or when performing political activities without threat or fear of violence)?
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<p><u>Legal and Policy Framework</u> (to address violence against women and the sector's obligations to prevent and respond to the issue)</p>	<ul style="list-style-type: none"> • What legal commitments have been made (in line with international, regional and national instruments) that mandate the sector to prevent and respond to violence against women (e.g. authorizing police to make primary aggressor arrests, issuing orders of protection, mandating police to conduct risk assessments and safety planning, among other measures to support survivors)? • What national or local strategies, policies or plans exist which establish/clarify the sector's role in addressing the issue (e.g. national action plans or strategies on violence against women)? • Are there opportunities for women and girls to provide inputs into security-related laws, policies and programmes? • How are security priorities identified, and how are women and girls' views sought? <p>For country examples of national laws and policy measures, see the</p> <ul style="list-style-type: none"> ➤ Legislation module (Advocates for Human Rights, 2010) ➤ Secretary-General's Database (UN Women) ➤ Handbook on National Action Plans (UN Women, 2011)
<p>Institutional obligations and practices (within national initiatives and security sector reform)</p>	<ul style="list-style-type: none"> • See the detailed institutional assessment to review security policies, programmes, infrastructure and resources in place and targeted community efforts by institutions to address gender-based violence and discrimination
<p>Capacity of police and other personnel</p>	<ul style="list-style-type: none"> • What training or capacity development efforts are in place to ensure police and other security personnel understand gender inequality and violence against women; know their legal obligations to prevent and respond to the issue; and have the skills to implement their mandate (at the policy and operational level)? • Do efforts involve all personnel from administrative staff through leadership, only recruits, or specific focal points? • Are training opportunities institutionalized or conducted on an ad-hoc basis (e.g. integrated into training/ professional development curriculum or single sessions/ pilot interventions over a short period of time)? How effective are these? • How are capacity development initiatives resourced? • What tools /material resources are available to support gender-based violence initiatives (e.g. mentors for focal points; guidance and reference materials)? • What barriers do police face in implementing their policies/ carrying out their activities?

Coordination and collaboration mechanisms	<ul style="list-style-type: none"> • What official and unofficial mechanisms are in place to increase coordination between the security sector and other sectors, civil society and other partners addressing the issue? For example, joint plans of action between police and other government agencies that work on equity issues, such as ministries for gender/women's affairs, social services, public health and education (locally or nationally). • What are the entry points for police to engage in existing coordination mechanisms (e.g. monthly meetings; partnerships with victim advocates; joint case management)? • Are there referral mechanisms involving police, health, women's organizations and other survivor support groups operating at the community level? Are there protocols for collaboration at the ministerial level? • What forums for consultation/coordination with civil society organizations and communities exist? Do they include female stakeholders and women's organizations? • Is data and information on incidents being collected, coordinated and shared (except for information that should remain confidential)? • What civil society initiatives involve the security sector? How are these programmes engaged in efforts to end gender-based violence implemented by security institutions and other state actors? <p>➤ See the Coordinated Responses module</p>
Security Needs of Women and Girls	<ul style="list-style-type: none"> • What are the particular security needs, perceptions and priorities for women and girls from different backgrounds (rural/urban residence, ethnicity, class, religion, sexual orientation, abilities, age, education, etc)? • What are common concerns across all groups of women and girls? • What are priority issues for the different groups? • What services do women and girls need from police or other security personnel, which are not offered or adequately provided?

<p>Ability to access security services</p>	<ul style="list-style-type: none"> • Are laws and instruments related to the rights of women and girls, and police responsibilities to uphold these rights adequately communicated to women and girls? Are they adequately implemented? • What is the geographic coverage of police/ other uniformed personnel who are able to respond to incidents of violence (e.g. police stations with trained staff in every municipal capital or within 1 hour walking distance of each village)? • What factors prevent women and girls from reporting abuse and accessing security services? <ul style="list-style-type: none"> ○ discrimination against particular groups of women (e.g. unwed pregnant women, women from minority groups) ○ geographic or language barriers ○ cost of seeking help (e.g. transportation, fees) ○ threat or fear of escalated violence • How do women and girls view the police/ military? What would increase their confidence in them? Do they have the same perception towards female security personnel? • How do security initiatives engage and consult with women and girls?
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Adapted from: [OECD/ DAC, 2010, Handbook on Security Sector Reform: Section 9: Integrating Gender Awareness and Equality.](#)

Illustrative Sources of Data:

Information for the situational analysis may be found through a variety of sources as follows:

- [Population-based surveys](#) on violence against women can be used for data on the national or site specific prevalence of physical and sexual violence and issues such as help-seeking, consequences of violence, among other factors.
- The [UN Secretary-General's Database on Violence against Women](#), which compiles legal, policy, institutional measures and services for survivors, among other state efforts to prevent and respond to violence against women, and can be filtered by country, specific measures (e.g. gender desks) or forms of violence, among other categories.
- National or regional surveys on domestic violence, for example Eurobarometer, 2010, [Domestic Violence Against Women Report](#), which includes a section on the role of institutions, such as the police, in response.
- Crime perception surveys, such as those conducted by [Afrobarometer](#).
- Regional studies such as ECLAC, 2004, [Violence Against Women in Couples: Latin America and the Caribbean](#); Population Council, 2008, [Sexual and Gender-Based Violence in Africa: Literature Review](#) or DCAF, 2011, [The Security Sector and Gender in West Africa: a survey of police, defence, justice and penal services in ECOWAS States](#).
- Small scale [national studies](#), human rights reports such as the [CEDAW concluding comments](#) or [reports of the Special Rapporteur on violence against women](#), its causes and consequences.

A situational analysis may also look towards opportunities for interventions and identify:

- Existing strategies and activities or gaps in interventions which involve the sector, and opportunities to integrate violence against women and girls, rather than creating a separate strategy; and
- The actors and organizations already active in this area, to identify potential partners for

Example: Situational Analysis on Trafficking in the Dominican Republic

In November 2005, at the request of the United States Agency for International Development in the Dominican Republic, [Chemonics International Inc](#) conducted a situational analysis of trafficking in the country to review the scope of trafficking in persons nationally; assess efforts related to the prevention, protection and prosecution of trafficking; identify gaps in interventions; and provide recommendations for a possible foreign assistance response by the United States Agency for International Development.

The assessment involved a team of two consultants who conducted a desk review of the relevant literature and research available, followed by in-country interviews over a two-week period. The team had an introductory briefing session on the content and deliverables associated with the scope of work and a closing discussion to present preliminary conclusions and programmatic recommendations with the United States Mission. Interviews were held with over 30 key stakeholders, representing state and non-state partners, international organizations, and included personnel from the National Police School, [Police Department Dealing with Trafficking](#) and [Tourist Police](#).

The assessment made key recommendations related to the security sector, such as the need for specialized and institutionalized training of law enforcement personnel to improve identification, investigation and prosecution of cases; and reforming and strengthening witness protection programmes; among other complementary recommendations related to national coordination mechanisms; support to civil society organizations raising public awareness and providing protection services; and increasing knowledge exchange and funding for programmes to prevent trafficking, protect survivors and promote prosecution of cases.

Source: [USAID. 2005. Anti-Trafficking Technical Assistance: Dominican Republic Anti-Trafficking Assessment](#). USAID. Washington, D.C.

the sector and avoid duplication of efforts.

Example: Situational Analysis of Sexual and Gender Based Violence in Internally Displaced Persons' Camps after the Post Election violence in Kenya 2009.

Methodology

A situational analysis was conducted in Kenyan IDP camps to determine levels of gender-based violence, with information gathered through the following methods:

- Survey of 629 people (400 female, 229 male)
- 28 focus group discussions with various groups involving 249 people (174 women and 75 men)
- Key informant interviews with aid workers, camp leaders and other stakeholders
- 10 case studies

Quantitative data was analysed using [SPSS software](#), with qualitative data analyzed manually.

Findings

- Gender-based violence was fourth (10.7%) and security eighth (5.1%) out of key concerns of men and women in the camps.
- Law enforcers were seen as the main perpetrators of gender-based violence by 12.5% of those interviewed
- Insecurity was seen as a contributing factor to the violence.
- 22.3% of those who did not experience gender-based violence believed it was due to the presence of security.
- 5.5% of violence survivors said that they reported the incident; 31.1% said that they did not.
- Nearly half of survivors reporting incidents of violence spoke to camp leaders (43.9%), followed by law enforcers (35.4%).
- Among interviewed women who reported violence, only 0.6% said that they received some form of security assistance.
- The reluctance of law enforcers to recognize gender-based violence cases was identified as a challenge to reporting by 6.9% of interviewees.
- A key recommendation given was the need to create a friendly reporting environment through training law enforcers/health workers, among other service providers

Source: [Njiru, R., 2009. Situational Analysis of Sexual and Gender Based Violence in the Internally Displaced Persons' Camps after the Post Election Violence in Kenya](#), based on Kenya National Commission on Gender and Development, NGO Women's Empowerment Link and UNFPA, 2009, [Situational Analysis of Sexual and Gender-Based Violence in the Internally Displaced Persons' Camps after the Post Election Violence in Kenya](#).

Institutional assessments

A situational analysis may also be focused on a security institution in order to determine its capacity to prevent violence against women and girls (including internally), and respond to survivors. This type of assessment, sometimes referred to as a security sector reform or security sector institution assessment, is particularly useful for initiatives focused directly on engaging institutions, for example, providing [training](#) or to develop [codes of conduct](#). They may also cover [justice sector organizations](#) as well.

Institutional assessments require significant consultation with security personnel and review of available documentation (e.g. policies, reports, guidance and training materials, records, etc.). Assessment teams should be particularly sensitive to confidentiality of interviews and maintaining anonymity of sources to ensure security personnel can contribute openly to the process without fear of facing consequences by supervisors or management if they are critical of the institution's policies or practices.

What should be included in the assessment?

The illustrative questions below can be used to assess a security institution, and may be adapted for a national, sub-national or community level initiative. The questions can guide desk-research as well as information gathered through interviews or focus group discussions.

Area of assessment	Assessment Questions
<u>Policies and Procedures</u>	<ul style="list-style-type: none"> • Do national laws and policies on gender issues (e.g. strategy on violence against women, 1325 national action plan, anti-trafficking strategy) set out particular responsibilities for the institution? If yes, describe the responsibilities. • What institutional policies, programmes, infrastructure and resources are in place to address violence against women and girls? This may include: <ul style="list-style-type: none"> ○ specialized units, desks or focal points (gender desks, women's police stations, anti-trafficking or domestic violence units); what is the coverage of these units? ○ dedicated infrastructure (rooms, transportation, phones and computers, etc) for addressing the issue ○ codes of conduct to promote zero tolerance for gender-based discrimination and violence, including sexual harassment ○ mechanisms to ensure collaboration and consultation with civil society, including women's organizations ○ standard protocols and procedures for responding to incidents of violence, including on the investigation process, interviewing and providing support to survivors • Is there a clearly defined gender policy or plan of action which includes: <ul style="list-style-type: none"> ○ targets ○ timeframe ○ resources needed for implementation ○ clear responsibilities for different levels of staff (from senior management down) ○ monitoring and evaluation mechanisms ○ reporting mechanisms • What parts of the gender policy or plan of action have been successfully implemented, and what parts have not? why not? • What budget and other resource allocations are being directed towards initiatives on violence against women and girls within the institution? • Are services provided by police and other security personnel to respond to the needs of survivors (e.g. depending on the law, this could include: removing perpetrators from the home; enforcing orders of protection; administering post-rape treatment and prophylaxis; coordinating referrals with shelter, legal assistance, transportation, etc.)?

Area of assessment	Assessment Questions
	<p>Case Management</p> <ul style="list-style-type: none"> • Do police and other security personnel record and document information on: <ul style="list-style-type: none"> ○ number and types of violence committed (e.g. sexual, physical, psychological) ○ the age and sex of the survivor and perpetrator ○ location where the act took place (e.g. at home, in the street) ○ harm faced by the victim • How are reported cases monitored to ensure there is adequate follow-up and investigation of incidents? Is there evidence that there are high rates of reported cases being closed or suspended due to inability to find or identify a suspect; insufficient evidence to prove or disprove the report; claims that the report was fabricated? • How many gender-based violence cases (disaggregated by crime) each month are reported; investigated; and prosecuted? • What other data collection and/or crime analysis is undertaken on gender-based violence, either by police or by research bodies, government departments, clinics, women's groups, non-governmental organizations, etc.? <p>Capacity</p> <ul style="list-style-type: none"> • What awareness-raising and training measures have been implemented to familiarize personnel at every level with their obligations with respect to: human rights, including women's human rights; gender analysis and gender mainstreaming; national gender laws and policies; institutional gender policies; equal opportunities; sexual harassment and discrimination; gender-based violence prevention and response? • How many/what percentage of personnel have received comprehensive training on gender and responding violence against women and girls? <ul style="list-style-type: none"> ○ What does it cover? ○ What is the impact of the training? • Is in-depth training on specific issues – such as interviewing survivors or dealing with sexual harassment in the workplace - being provided to the right personnel? • Do security personnel, including senior-level management, demonstrate an understanding of gender sensitivity in terms of understanding the specific roles/ capacities/risks for women in their own institutions, and within civilian organizations and communities?

Area of assessment	Assessment Questions
<u>Women's Participation in security institutions</u>	<ul style="list-style-type: none"> • What are the numbers and respective positions of male/female personnel within security institutions? • Are strategic targets and other initiatives in place to increase the recruitment, retention and advancement of women (including those from marginalized groups)? • Do women and girls have equal access to education and training so that they can qualify for positions within the police and armed forces both at entry and senior levels? • Are women prevented or discouraged from serving in institutions due to discrimination? • What are the challenges to increasing training, recruitment, retention and advancement of women? • What stereotypes exist regarding women's roles as they relate to participation in the sector? • How are female security personnel perceived by their peers and their community? • Are equitable and family-friendly human resource policies and practices in place – such as adequate maternity/paternity leave, flexible work hours, child care facilities and equal pay, benefits and pension? • Do female personnel have access to separate facilities, well-fitting uniforms, appropriate equipment, training, and other resources? • Is there a female staff association? • Is there a formal mentoring programme for female staff or informal monitoring process? • What data are collected and analyzed on staff turnover and retention? Are these data disaggregated by sex, rank, ethnicity and reasons for leaving the service?
<u>Leadership</u>	<ul style="list-style-type: none"> • Do security sector leaders (both men and women) consistently make statements and commitments in public regarding violence against women? • What are the numbers and percentages of women and men in leadership positions? • Are women prevented from serving in security sector leadership roles due to threats or fear of violence (including harassment)? • Are women and men equally involved in decision-making, including at the highest levels? • How does the institution emphasize gender equality goals in its public messages and communications? • How is attention given to gender-sensitive language and images in institutional documentation (e.g. brochures, posters, crime reporting forms, etc.)?

Area of assessment	Assessment Questions
<u>Accountability and Oversight</u>	<p data-bbox="506 277 1371 306"><u>Sexual Harassment, Exploitation and Abuse and Codes of Conduct</u></p> <ul data-bbox="506 313 1898 803" style="list-style-type: none"> <li data-bbox="506 313 1898 381">• Is violence, discrimination, sexual harassment, exploitation and abuse being perpetrated by personnel against female co-workers, civilians or other groups/individuals? Are incidents systematic or isolated? <li data-bbox="506 391 1898 459">• Is there a code of conduct that clearly sets out a zero-tolerance policy for discrimination and abuse on the basis of sex, harassment and violence? How is the code monitored and enforced? <li data-bbox="506 469 1898 537">• What procedures are in place to vet candidates for previous perpetration of violence against women, international humanitarian and human rights law? <li data-bbox="506 547 1898 803">• Is a policy on sexual harassment, exploitation and abuse in place and implemented? <ul data-bbox="596 592 1774 803" style="list-style-type: none"> <li data-bbox="596 592 1774 621">○ Does it include clear procedures, confidential reporting mechanisms and sanctions? <li data-bbox="596 631 1083 660">○ How is staff made aware of them? <li data-bbox="596 670 1213 699">○ Are complaints being adequately dealt with? <li data-bbox="596 709 1575 738">○ Are complaints tracked over time and what are the trends in cases filed? <li data-bbox="596 748 1774 803">○ What support services and protections are in place (e.g. counselling, advocacy support, confidentiality, protection from retaliation) for a person who makes a complaint? <p data-bbox="506 813 638 842"><u>Oversight</u></p> <ul data-bbox="506 849 1898 1409" style="list-style-type: none"> <li data-bbox="506 849 1898 917">• How is the institution being monitored for compliance with national laws and policies and <u>international and regional standards</u> on violence against women? <li data-bbox="506 927 1898 995">• Are systems in place to accept complaints from the public? How is the public made aware of them? Are complaints being adequately dealt with? <li data-bbox="506 1005 1898 1073">• Has there been an increase or decrease in complaints against personnel of gender-based violence, sexual harassment, sex discrimination or other human rights abuse over time? <li data-bbox="506 1083 1898 1180">• Do the internal and external oversight mechanisms monitor issues on violence, including complaints of sexual discrimination? Do they have measures, expertise and resources to monitor whether people's diverse security and justice needs are being met? <li data-bbox="506 1190 1898 1258">• Does an ombudsperson exist and does it have the funds and expertise to monitor issues relating to discrimination, abuse and gender inequalities? Is it effective in enforcing codes of conduct/policies? <li data-bbox="506 1268 1533 1297">• Do external oversight bodies include women and women's organizations? <li data-bbox="506 1307 1898 1409">• Is staff accountable for addressing gender equality issues, including harassment of female staff and increasing women's participation in security institutions? Are there any incentives for staff to address gender equalities and include women in security reform processes?

Area of assessment	Assessment Questions
<u>Coordination with other actors</u>	<ul style="list-style-type: none"> • What official and unofficial mechanisms exist to ensure integrated cross-sectoral responses to violence? • How is harmonization with other policies encouraged? • Are there joint plans of action between security institutions on preventing and responding to violence? • What links exist to government agencies that work on the issue, such as ministries for gender/ women's affairs, social services, public health and education? • Do forums for consultation/coordination with civil society organizations and communities exist? • Do they include female stakeholders, survivors and women's organizations? • Do protocols exist for referral to civil society organizations, including women's groups? • Are data and information, such as rates and prevalence of violence, being collected, co-ordinated and shared (except for information that should remain <u>confidential</u>)? • Are there meetings with justice sector personnel – in particular, prosecutors – to know what evidence is needed in court to support a case?
<u>Community relations</u>	<ul style="list-style-type: none"> • How do perceptions of the institution and its role differ between men and women, girls and boys? • To what degree is the institution as a good employer? • What suggestions do community members have of how the institution could improve its services?
Engagement with the international community	<ul style="list-style-type: none"> • How, if at all, are international actors supporting security policies and programmes addressing violence against women in the country? If not, how could they be engaged to support such initiatives? • Are internationally supported security sector reform programmes sufficiently integrating gender and women's issues, as well as the protection of women and girls? • Do international actors have gender expertise and sufficient understanding of local gender and women's issues, including on violence and their respective cultural contexts? • If coordination structures among international actors exist, how can security issues related to gender-based violence be addressed within them? • Are international actors consulting with female stakeholders – including survivors, women's organizations, female parliamentarians, and women's ministries?

Adapted from: [OECD/ DAC, 2010, Handbook on Security Sector Reform: Section 9: Integrating Gender Awareness and Equality](#); Popovic, N. 2008. [SSR Assessment, Monitoring and Evaluation and Gender](#). DCAF: Geneva; and Bastick, M. 2011. ["Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector"](#). DCAF: Geneva.

Illustrative example: Questionnaire to determine police station responses to gender-based violence (Uganda)

This Incident Report Questionnaire facilitates the compilation of data on violence against women and girls in the surveyed community. The form will provide information on sexual and gender-based violence (SGBV) cases reported during the last full year. In order to complete the report, it is necessary to visit the police station and the health facility/centre of the community surveyed. If the community does not have a police station and/or health facility, visit the nearest station (responsible for the security in the community).

Police Station Identification Information

Name of Administrative Region (e.g. District/ County)	Name of Administrative Sub-Region 1 (e.g. Sub-County, Town)	Name of Administrative Sub-Region 2 (e.g. Parish)	Name of Administrative Sub-Region 3 (e.g. Village)	Name of Administrative Sub-Region 3 (e.g. hamlet, ward)
Date of interview dd/mm/year	Name of Interviewer			
___/___/___				
Women Interviewer No.				

Police Station Information

How many police officers are responsible for SGBV in this station?	Number of : male police officers:_____ female officers_____	
How many villages does this police station cover?	Name all villages (including interviewed village):__	
Have you had any training on SGBV in past 12 months?	Yes.....1 No.....2 Don't Know.....9	
When was the last time any of your officers received training on SGBV and women/girls rights?	Month_____ Year_____ Subject of the training_____ Number of officers trained Male:_____ Female_____ How many of them are still working in this police station? Male:_____ Female_____	
Is there a safe room to protect victims of sexual violence in this police station? If not why?	Yes.....1	No.....2
	Reasons:	
How are sexual violence cases handled in this station? (please indicate, steps, procedures, reports to fill in by victim and police officers, etc)		
What type of medical documentation is required to make a police report? Indicate as many as apply.	A. Standard form B. Forensic evidence C. Medical exam findings D. Signature and authorization of the doctor E. Additional signatures or authorizations F. Other documents, specify_____	
How many of the sexual violence cases reported last year were filed to court?	Number:_____ (Compare this to information in Table below)	

Illustrative Example (continued): Reported Incidents on SGBV at Police Station this year

Year/ Month	Type of Incident or Offense (as coded below)	Agency/ Organization where first reported	Outcome (if known) Examples: No charges filed, perpetrator convicted, case dismissed

Codes for Types of Incidents: A. Rape , B. Attempted rape, C. Sexual abuse/assault, D. Sexual exploitation, E. Forced Marriage and/or attempted, F. Domestic Violence (intimate partner), G. Domestic violence (other family member),H. FGM and/or attempted, and I. Other GBV.

Total Incidents Reported by Month

Type of Incident	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
A. Rape													
B. Attempted rape													
C. Sexual abuse/assault													
D. Sexual exploitation													
E. Forced Marriage and/or attempted													
F. Domestic Violence (intimate partner)													
G. Domestic violence (other family member)													
H. FGM and/or attempted													
I. Other GBV													

Adapted from: [Kimetrica](#). 2008 for UNIFEM Baseline Survey Uganda conducted as part of baseline for the DFID/ UNIFEM programme: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community Led Approaches 2007-2009.

Illustrative Tool: Interview Guide for Security Sector Personnel

The interviewer should introduce him/herself, explain the objectives of the study and request the respondent's consent to be interviewed. Note the respondent's name, position and job title; describe his or her duties; and enter the institution's name and location and date of the interview.

A. Work performed by the respondent

1. What is your position and what does it involve?
2. What do you understand of the term violence against women and girls/ family violence/ domestic violence/ sexual violence? (select most appropriate terms)
3. What type of services do you and your institution offer for women and girls affected by violence?
4. What steps does someone need to follow to report case of violence against women and girls/ family violence/ domestic violence/ sexual violence follow (select most appropriate terms)?
5. What should the police do in cases of violence against women and girls? What do they normally do?
6. In the process of filing a report or presenting charges in a case of violence against women and girls,
 - How many different people does the survivor have to see?
 - Are they men or women?
 - Where is the report taken?
 - Who takes it?
 - Does she have to go to different places or buildings?
 - How much time does the survivor have to wait at each step?
 - Is priority given to women/ girls who have been physically or sexually abused?
7. In regards to medical exams for survivors of physical and sexual assault,
 - Who determines whether an exam should be performed?
 - What types of examinations are performed?
 - How does a person get a forensic exam and report?
8. Do you know of arrests of perpetrators in this community? If the answer is "Yes": How are they carried out? Where are they carried out? Who are accepted as witnesses?
9. How many people with this type of problem does your institution serve per month? Do you have a way of keeping records of the cases? Are there forms and procedures for recording them? Could you explain it to me?

(Interviewer: *REQUEST A COPY OF THE RECORD FORM, REFERRAL SHEETS, OR ANY OTHER RELEVANT DOCUMENTS THAT MAY EXIST*)

10. Are specialized forensic doctors available? Where? How many are there? Are they men or women? Do they work on weekends? At night?
 - Follow up
 - Outcomes
 - Response of the affected person
 - Difficulties found in the process

Interview Guide for Security Sector Personnel (continued)

B. Experience with people affected by violence

1. Have you ever come into direct contact with cases of violence against women and girls/ family violence/ domestic violence/ sexual violence (select most appropriate terms)?
2. Could you please tell me how this experience originated, what did you do, and what the women/ girl affected did? **(INQUIRE ABOUT SOME OF THE POSSIBLE CASES, SPECIFYING WHAT WAS DONE/ NOT DONE, SUCH AS)**
 - Contacts facilitated by the service provider/ other follow-up actions
 - Reactions of persons involved
 - Referrals to other institutions
 - Outcomes
 - Difficulties in the process
3. Do you know of other organizations or people working on violence against woman and girls in this community? Who are they? What is your relationship with them? Is there intersectoral coordination (with institutions) in order to address the needs of affected women and girls?
4. Are you aware of the legislation protecting women against family violence (If any?)

C. The Social Meanings related to Family Violence and the Affected Women

1. Do you believe that [violence against women and girls/ family violence/ domestic violence/ sexual violence (select most appropriate term)] is a common problem in this community?
2. How is it most frequently manifested in this community? In this country?
3. What are the reasons and causes for violence against women and girls?
4. What should the survivor do to deal with her situation? **(ASK ABOUT EACH OF THE FOLLOWING SITUATIONS)**
 - if a woman abused by her partner
 - if an elderly woman abused by her son or daughter
 - if a young woman sexually abused by her boyfriend
 - if a young woman sexually abused by her uncle
5. Why do you think there are cases of women who stay with their abusive spouses/ partners?
6. Why do you think there are cases of sexually or physically abused women and girls who do not report it?
7. Why do you think there are cases of psychologically abused women and girls who do not report it?
8. Do you believe that something should be done with regard to [violence against women and girls/ family violence/ domestic violence/ sexual violence (select most appropriate terms)]? What would be the best way of preventing or reducing violence against women and girls in this community? What are the obstacles or problems to achieve this? What could be done in order to improve the response of the police sector in cases of women who have been abused?
9. What changes in legislation, policies, norms, or staffing would facilitate your work in providing services to cases of violence against women and girls?
10. What changes in the behaviour or attitudes of the staff with whom you work would facilitate your work in this area?

Excerpt adapted from: PAHO/WHO. 2002. [“Gender and Public Health Series Social Response to Family Violence Women, Health and Development Programme. PAHO/WHO, 2002; and Shrader, E. and M. Sagot. 2000. “Domestic Violence: Women’s Way Out.” Occasional Publication No. 2. PAHO.Washington, D.C.](#)

Key tools for situational analysis

- ***Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector*** (Bastick, M for DCAF, 2011). This self-assessment guide is designed to be used by police, armed forces and justice sector institutions and can be adapted for use in any country, during peacetime or in conflict-affected settings, and at local as well as national levels. The guide can also be used as an assessment tool by external actors interested in how gender issues are being addressed by the sector. The assessment reviews the sector across 6 themes: Performance effectiveness; Laws, policies and planning; Community relations; Accountability and oversight; Personnel; and Institutional culture. The guide includes detailed steps for planning and conducting the assessment, through developing an action plan in response. Available in [English](#) and [French](#).
- ***Handbook on Security Sector Reform: Section 9: Integrating Gender Awareness and Equality*** (OECD/DAC, 2009). This section of the Handbook provides guidance and sample questions for conducting gender assessments of security institutions, among other elements of integrating gender issues into security and justice sector reform processes. Available in [English](#).
- ***Security Sector Reform Assessment, Monitoring and Evaluation and Gender, Practice Note 11 Gender and Security Sector Reform Toolkit*** (Popovic for DCAF, OSCE/ODIHR, UN-INSTRAW, 2008). This Practice Note is designed to provide an introduction to gender issues for SSR practitioners and policymakers, and based on a longer [Tool](#) within the Gender and [Security Sector Reform Toolkit](#). The Note provides an introduction to the benefits of integrating gender into security reform assessment and monitoring and evaluation, and provides introductory guidance for planning and implementing an assessment of the sector or specific institutions. Available in [English](#).
- ***Bringing the Global to the Local: Using Participatory Research to Address Sexual Violence with Immigrant Communities in NYC*** (New York City Alliance Against Sexual Assault, 2008). This research New York City project, conducted in conjunction with the New School University, examines: 1) the scope and impact of sexual violence against (documented and undocumented) immigrant women; 2) help-seeking behaviours, including knowledge and attitudes about sexual violence services in their New York City communities; and 3) community-specific strategies to end sexual violence. The project has developed pilot tools that can assist in conducting formative research, including a case study to start a focus group discussion (in [English](#) and [French](#)); a picture survey for anonymous self-reporting (in [English](#), [French](#) and [Spanish](#)); a focus group guide (in [English](#)); and a diagram to discuss community prevention strategies (in [English](#) and [Spanish](#)).
- ***OECD DAC Handbook on Security Sector Reform: Supporting Security and Justice*** (Organisation for Economic Development and Cooperation DAC, Paris: OECD, 2007). This handbook is for development, security and diplomatic practitioners – both those working at the country-level and with global policy and strategy issues. The handbook draws on good practice to provide lessons learned in conducting security sector reform assessments, identifying entry points, designing and managing assistance programmes, and monitoring and evaluating progress. It provides a new assessment tool that includes straightforward guidance on how to assess the local context and covers: conflict and political analysis; assessing the governance and capacity of the security system; identifying the needs of the poor; and highlighting other frameworks and programmes with which SSR could be linked. It offers practical suggestions on both the methodology and the process that best suits a particular situation. Available in [English](#).

- **WHO Ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies** (2007). This resource, by the WHO, is a guide for researchers and practitioners operating in humanitarian settings. The recommendations provide guidance on the ethical and safety considerations required for research or programming examining sexual violence in emergencies, with eight recommendations and examples of good practice from both emergency and non-emergency settings. The recommendations complement existing guidelines on tools and researching sexual violence generally and include references to relevant reading. Available in [English](#); 41 pages.
- **Researching Violence against Women: A Practical Guide for Researchers and Activists; Chapter 2: Ethical Considerations for Researching Violence Against Women** (WHO/PATH, 2005). This manual, designed for activists, community workers, and service providers who want to become conversant in methodological issues, draws on the collective experiences and insights of many individuals, most notably the members of the International Research Network on Violence Against Women, an ad hoc group of researchers and activists that meets periodically to share experiences regarding research on violence. It is designed for researchers who want to know more about adapting traditional research techniques to the special case of investigating physical and sexual abuse. And it is a useful general tool for conducting different types of analysis and assessments on violence against women and girls which can be adapted for the security sector. Available in [English](#).
- **WHO Ethical and safety recommendations for interviewing trafficked women** (2003). This report, by Cathy Zimmerman and Charlotte Watts for the World Health Organization, is a resource for researchers, media, and service providers with limited experience working with trafficked women. The recommendations should be used together with existing standards and include ten basic standards for interviewing women who are in or have left a trafficking situation with an explanation provided for each standard and suggestions for their implementation. Available in [Armenian](#), [Bosnian](#), [Croatian](#), [English](#), [Japanese](#), [Romanian](#), [Russian](#), [Spanish](#) and [Serbian](#); 36 pages.
- **Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women** (2001). This resource, developed by the World Health Organization, is for researchers and practitioners involved in any aspect of research on domestic violence against women. The guidelines focus on ethical and safety issues related to planning and conducting population-based research on domestic violence, and provide eight recommendations for research on the issue. The resource does not provide guidance on: the process of planning or implementing research, other types of violence against women, or violence against women in conflict settings. Available in [English](#), [French](#) and [Spanish](#); 33 pages.
- **Assessing Justice System Response to Violence Against Women: A Tool for Law Enforcement, Prosecution and the Courts to Use in Developing Effective Responses** (1998). This online tool, by the Battered Women's Justice Project, is for law enforcement, prosecution and court-related actors to strengthen criminal justice responses to violence against women (VAW). The manual contains checklists for assessing services responding to VAW from the perspectives of law enforcement, prosecution, the courts, and victim service agencies to improve survivor safety planning and practices. It also describes practices aimed at building coordinated responses to VAW, identifying specific issues and explaining how particular practices address the problem, the effective components of the practice, and actions to implement the practices. Available in [English](#); 8 online sections.

Stakeholder analysis

Stakeholder analysis or [stakeholder mapping](#) is a useful participatory tool for visualizing the range of actors that are involved or should ideally be involved in addressing violence against women. A stakeholder analysis can help to understand which actors may benefit from an initiative, groups or individuals who might be negatively affected, and how external support may be perceived by different interest groups. This will help to design an initiative that can maximize its contributions to different stakeholders, and may minimize unforeseen resistance to an initiative which challenges vested interests, roles and power relationships ([OECD/DAC, 2007](#)).

Stakeholder analysis can be used prior to the establishment of a project, as part of a situational analysis, or during the design phase of a project to assess the attitudes of potential stakeholders regarding the changes that the project may bring about. Stakeholder analysis can also be conducted on a regular basis to track changes in stakeholder attitudes over time, and can involve [key](#), [primary](#) and [secondary](#) stakeholders. It can also identify key informants to be included in the [evaluation process](#) and can be used as documentation of how stakeholders participated in the design, implementation and monitoring of the initiative (Social Development Direct, 2010).

Steps for conducting a stakeholder analysis as part of the situational analyses (adapted from [ODI, 2003](#) and [Husain, S., 2011](#))

- Clarify the specific problem or issue(s) that needs to be addressed, (which problems, affecting which stakeholders, would a security initiative seek to address or alleviate?) The issue(s) should be specific enough to identify particular individuals, groups and organizations that would directly benefit from an initiative (e.g. lack of clarity on where survivors of violence can report to; gaps in the security and immediate response services provided for women and girls in a given setting or community). Questions to help identify the specific issues to be addressed include:
 - What are barriers to women's and girls' safety in the intervention area and why?
 - What changes does the initiative seek to achieve?
 - How can achievement be measured – what would be [indicators](#) of success?
- Identify main stakeholders through small group (six to eight people, each with a varied perspective on the problem) brainstorming or mapping. Key questions to consider when identifying stakeholders include:
 - Which specific groups (looking at age, ethnicity, geographic location or other characteristics) would be the primary beneficiaries of the initiative and why?
 - Which other groups should also be considered because they may gain indirectly from the initiative?
 - Which women's groups, youth groups, community organizations, public and or privatized services and agencies should be as partners?

The results can be presented in different ways:

Illustrative example: Brainstorming to identify main stakeholders	
Female Survivors of Violence	married women pregnant women adolescent girls between 10-19 (special considerations) girls under 10 (special considerations) older women women from ethnic minorities women with disabilities migrant women lesbian women
Perpetrators	spouse family member (other male; female) friend of the family police officer, security guards, military personnel co-workers teachers
Police/ other front line security personnel	community-based police regional police officers special unit (domestic/ sexual violence unit/ women's police station)
Other security actors	senior police officers at the national level senior military officers at the national level other ministry of defense/ interior staff security/ interior minister international police or armed forces personnel
Other front line actors	community groups non-governmental organizations

Source: Social Development Direct, 2011

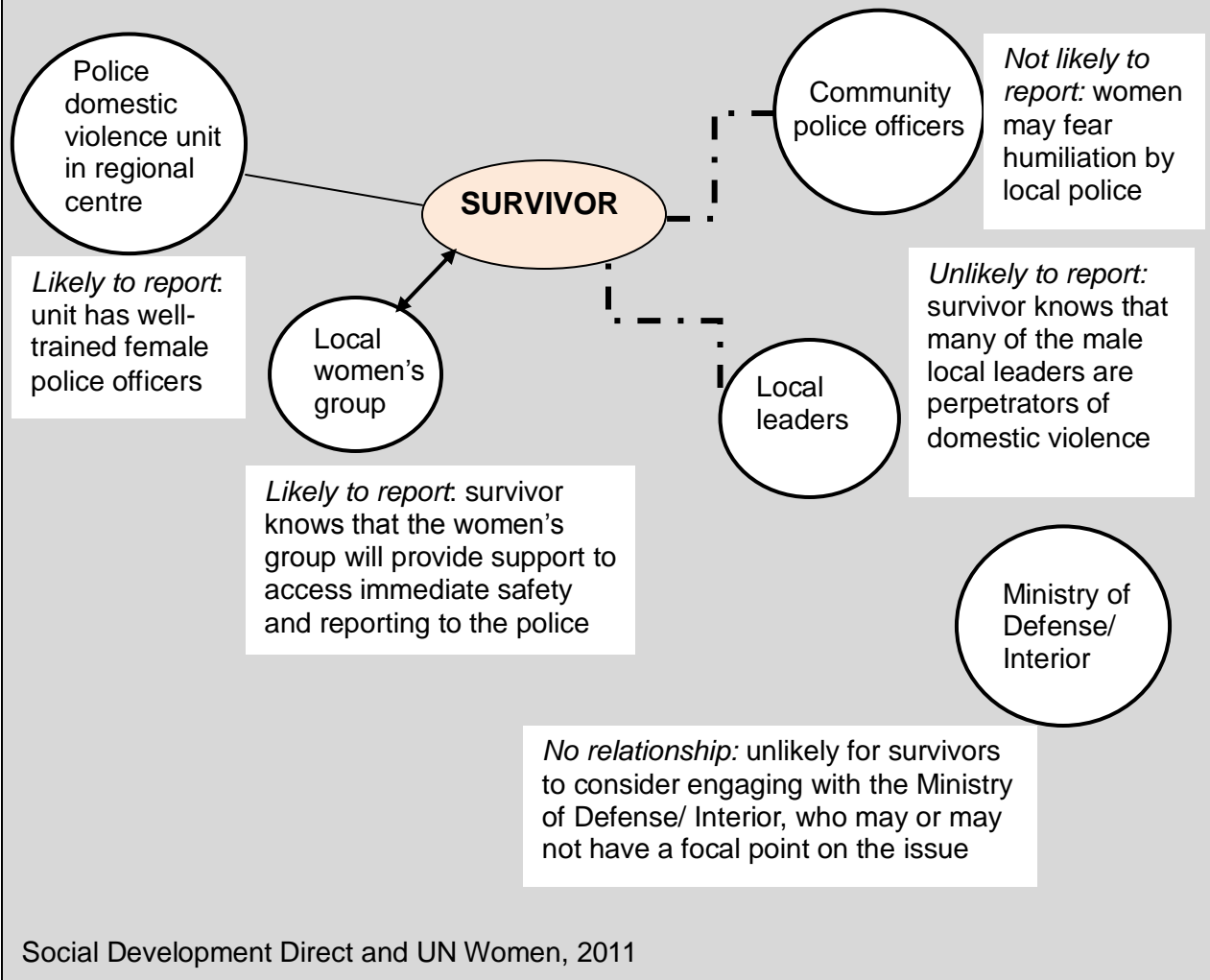
Example: Stakeholders/ target groups identified as part of a situational analysis for the design of a Gender Policy for the Nigeria Police Force

- national police force
- social justice and service organizations
- civil society organizations (including community/ faith-based organizations, women and children's advocacy groups)
- labour unions
- human rights lawyers
- Nigeria Human Rights Commission
- doctors with experience with survivors of gender-based violence
- religious organizations
- community leaders (women and men)
- victims of gender based violence
- development partners, international organizations, etc.

Excerpt: UN Women and UNFPA. 2010. "[A Gender Policy for the Nigeria Police Force: Final Draft Report Submitted to Nigeria Police Force.](#)"

- Using the list of stakeholders, draw a stakeholder relationship map to identify the relationships that exist between the different actors with an interest in the issue being addressed (e.g. the relationships survivors of violence have with different organizations). A relationship map can illustrate which actors work together as well as the nature of the relationships (strong, weak, no relationship), for example, by using different types of lines and spacing actors closely together or far apart.

Example: Stakeholder relationship mapping between survivor and security actors



- Mapping of stakeholder roles and responsibilities can identify potential entry points and partnerships for an intervention, such as strengthening police responses to survivors by working with referral networks which include designated police gender-based violence focal points.

Example: Stakeholder mapping exercise of service providers and supports available to survivors in Erute County, Uganda

Sub-county	Psychosocial support, including counselling	Medical/ contacts of nearest health facility	Prevention activities and referrals	Safety/ Security/ preventive measures	Legal Assistance
Aromo	Canadian Physicians Aid and Relief (CPAR)	Canadian Physicians Aid and Relief (CPAR) medical examination and treatment of survivors	UNDP/ Ministry of Gender Labour and Social Development (MoGLSD) / Lira Women Peace Initiative (LWPI) (sensitization, information, education and communication, dialogues and drama)	Uganda Police Force (one police post available)	Women and Children's Crisis Centre (WCC) (through legal aid and legal counselling), War Child Holland (through 1612 UNICEF - funded project for survivors under 18 years), Uganda Human rights commission human rights desks , Facilitation for Peace and Development (FAPAD)
	Facilitation for Peace and Development , Northern Uganda Malaria Aids and Tuberculosis programme NUMAT, LWPI		Northern Uganda Malaria Aids and Tuberculosis programme (NUMAT) (sensitisations, dialogues, debates, youth camps, information, education and communication/ Behaviour Change Communication, referrals)		
Lira MC	Facilitation for Peace and Development ,	Pentecostal Assemblies of God , Lira Regional Referral Hospital - medical examination and treatment of survivors, Marie Stoppes	Lira Rural Women & Children Development Initiative Shelter (LIRWOCDI) (shelter , covering interim care and protection, counseling plus community awareness raising on violence prevention	Lira Crime Prevention-Community mobilisation and sensitization	WCC (legal aid and legal counselling), War Child Holland (UNICEF- funded 1612 project), Uganda Human rights commission human rights desks, FAPAD
Barr	Facilitation for Peace and Development , War Child Holland - creative games and sports		National Development Plan (NDP/ MoGLSD / LWPI (sensitization, Information, education communication development, dialogues and drama), NUMAT		
Lira S/C	LIRWOCDI through psychosocial support and life skills training, CCF	Joint Clinical Research Centre/ Lira Regional Referral Hospital , Marie Stoppes	NDP / MoGLSD / LWPI (prevention through sensitization, information, education, communication, development, dialogues and drama), NUMAT	LIRWOCDI interim care protection	WCC (legal assistance and counselling), War Child Holland 1612 project), Uganda Human rights commission human rights desks, FAPAD

Source: [Kimetrica](#) (2008) for "Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community Led Approaches" (DFID/UNIFEM, 2008-2010)

Example: Mapping Gender and Security Sector Reform Actors and Activities in Liberia

As part of an ongoing programme and in response to local requests for greater information on gender and security sector reform in West Africa, the Democratic Control of Armed Forces commissioned a mapping of actors and initiatives working on gender and security sector reform in Liberia. The study aims to complement existing information on the issue, to reinforce information-sharing and coordination between actors, and may help monitor progress in the implementation of [United Nations Security Council Resolution 1325](#). The mapping is accompanied by a [regional survey](#) of police, defence, justice, penal services and gender in the Economic Community of West African States Member States, which will collectively inform future programming on gender and security sector reform in the region. Conducted in late 2010 through desk research and surveys with 35 security focal points, the review was followed by a participatory workshop to present and validate the findings as well as develop recommendations for future programming in the sector. The study provides a descriptive overview of the institutions, actors and programmes in Liberia working on issues of gender (including violence against women) and security sector reform, highlighting the programming objectives or areas of work of each, lessons learned, challenges to implementation and linkages to other institutions and actors. Recommendations identified relate training, policy and programme matters among other issues, and include:

- Greater gender training for all security agencies, including private security companies.
- More capacity building and training opportunities for female recruits.
- Consideration of a single training academy for all security institutions, and development of a single context-specific gender training module for use by security institutions.
- More joint trainings, information sharing and coordination among actors, including more partnerships between security actors.
- Developing a gender and peace-building department within the University of Liberia.
- Input from gender experts in the development of a Liberian Armed Forces gender policy.
- Upscaling the role of civil society including women's groups and networks and their inclusion in peace-building efforts as well as gender and security programmes.
- Enhancing visibility of sector-gender initiatives through newsletters and other means.
- Development of mechanisms for the Ministry of Gender and Development to better monitor and evaluate the implementation of government gender policies and programmes.
- Greater funding for capacity building and implementation of gender-sensitive programmes.
- Establishment of human rights sections/focal points within security institutions, with greater reliance on training by the Independent National Commission on Human Rights.
- Organizing a national Gender and SSR day for public awareness-raising and discussion.
- Stronger gender and security sector oversight capacity for national legislature to enhance civilian oversight of the military and other security forces.
- Reviewing all legislation relating to the security agencies and initiatives to make legislation more effective, coordinated and gender-sensitive.
- Conducting more research on the role of private security companies to revise and tighten regulations governing their activities.
- Developing mechanisms to increase women's participation in County & District Security Councils.
- Addressing aging towards policy-development, specifically on pension schemes and retirement
- Consideration of family relations and roles and its impact on women's incentives to participate in the security sector, through assessing community and family practices.

Adapted from: Griffiths, C. for DCAF. 2011. [Mapping Study on Gender and Security Sector Reform Actors and Activities in Liberia](#). DCAF. Geneva.

- Each stakeholder may have several interests which are important to identify in the analysis to help define appropriate programme strategies. These may be stated openly by stakeholders and/or are easily visible or they may be underlying and hidden. For example, *police have an official duty to equally prioritize cases of domestic violence compared to other crimes*: police officers may be aware that they have a duty to respond as rapidly to calls for assistance in domestic violence incidents, but feel pressure to meet targets related to closing cases of other types of violence (e.g. armed robbery), so *officers may fail to respond thoroughly to domestic violence because they want to meet quotas included in their performance record*).
- Consider the relative priority which any initiative should give to each stakeholder in meeting their interests; in this case and in-line with a [survivor-centred approach](#), the interests of the survivor should receive highest priority. The following questions can help to assess other stakeholders' importance to a project's success and their relative power/influence:
 - In addition to survivors, which stakeholders' interests can the initiative meet/address?
 - What roles or responses are needed by key stakeholders for the project to be successful? Identify risks and assumptions which will affect the design and success of any initiative.
 - Are there negative responses which could be expected, given the interests of the stakeholders? (e.g. when an initiative might involve increased monitoring of sexual harassment complaints by female police personnel, which could be perceived as threatening to male officer's status and positions)
 - If such responses occur, what impact would they have on the initiative?
 - Which stakeholder interests converge most closely with the objectives of a potential initiative identified in the situational analysis? (e.g. if the objective is to increase reporting of domestic abuse in a given community through the use of a mobile phone hotline, then converging interests will include those of the police, phone company, domestic violence survivors, their families and neighbours).

- An impact analysis may be conducted following the design of an initiative as part of the baseline assessment and programme monitoring plan. The assessment identifies issues that the programme will address and their potential affect (positive or negative) on stakeholders.

Illustrative Template: Programme Impact Assessment for key Stakeholders				
Primary Stakeholder Group	Issues to be addressed	Situation at start of Implementation	Expected changes	Actual recorded changes, with supporting evidence
Female survivors of violence	Risk of future/ ongoing experience of violence			
	Negative experiences with police			
Perpetrators of violence	Impunity for crimes committed			
	Social pressure to control female family members			
Police officers working at the community level	Poor response to violence			
	Blaming survivors for incidents of violence			

Adapted from: Social Development Direct. 2010, Gender and Social Exclusion Component of the DFID Research into Use Impact Evaluation: Research Methodologies. London.

Key Tools

- **Tools for Development: A Handbook for those engaged in development activity** (Department for International Development, London, 2003). This Handbook has been designed to help the officers of the United Kingdom's Department for International Development and others to undertake development activities and interventions. While not focused on the issue of violence against women or the security sector, the handbook provides a useful overview of stakeholder analysis, the different types of stakeholders, the rationale behind a conducting a stakeholder analysis, who should be involved in an analysis and the different techniques that can be used for a stakeholder analysis. It describes in detail how workshops have been a successful way of to undertaking stakeholder analysis. Available in [English](#).
- **Successful Communication Online Toolkit: Stakeholder Analysis** (Overseas Development Institute, 2003). This toolkit is for researchers and practitioners to develop successful communications in programmes. The tools are grouped under four broad headings: 'planning', 'packaging', 'targeting', and 'monitoring'. While not focused on the issue of violence against women, the set of tools can be adapted for security sector initiatives addressing the issue and includes links to further information, guidelines and resources at each step of the communication process. Available in [English](#).
- **CARE Gender Toolkit: Stakeholder and institution mapping**. This section, part of a larger toolkit developed for CARE staff on a range of programme planning, implementation, monitoring and evaluation processes, provides detailed step-by step guidance on stakeholder and institution mapping, with illustrative examples and additional resources and tools on the subject. Available in [English](#).

Strengths, weaknesses, opportunities and threats (SWOT) analysis

- A strengths, weaknesses, opportunities, and threats (SWOT) analysis is a strategic planning method used to evaluate internal and external opportunities for a project/programme or institution/ organization. It can also facilitate the development of an action plan for a new initiative.
 - **Strengths and Weaknesses** reflect the internal context within a programme or organization.
 - **Opportunities and Threats** refer to the external context, including factors outside of the programme or organization's control which affect their work.

Example: SWOT analysis for institutionalizing police officer training programme on domestic violence

	POSITIVE	NEGATIVE
Internal	Strengths (internal capacities): <ul style="list-style-type: none"> • There is strong commitment by leadership within the police force to improve police response to domestic violence • A number of competent police officers have completed a training of trainers and are available to train new recruits • Pilot domestic violence training curriculum and materials exist and have been successfully applied with police recruits 	Weaknesses (internal limitations): <ul style="list-style-type: none"> • Limited police presence and staffing within communities and pressure from managers in local police stations may prevent personnel from attending all the training sessions • Lack of data recording and reporting system for domestic violence within the police force, so it may be difficult to put training into practice • High-turnover of community-level police
External	Opportunities (positive external factors): <ul style="list-style-type: none"> • The local NGO which conducted the pilot training on gender-based violence for police has expressed an interest in working with the police training department to integrate the course into the pre-service and ongoing professional development training programmes. • An international donor has funded training on domestic violence for the military and is interested in extending similar support to the police. 	Threats (external limitations/ challenges): <ul style="list-style-type: none"> • Violence against women is considered a social norm by community leaders, who may not support police intervention in cases of abuse; • The legislation on domestic violence does not specify response measures to be taken by police, which may challenge efforts to implement a standard police response introduced in the training • Government budget cuts may mean that the programme will not receive adequate funding

Adapted from: DCAF. 2009. Gender and security Sector Reform Training Resource website: [Civil Society Oversight of the Security Sector and Gender Exercise 6](#). DCAF. Geneva.

- Key considerations for conducting a SWOT analysis include:
 - An experienced facilitator should lead the exercise with a group of stakeholders from the target institution or actors involved in a specific initiative (a group should be less than 20 people to be most effective, with larger groups divided into four smaller groups to brainstorm on the analysis)
 - If participants are not familiar with the method, the facilitator should provide an introduction to the SWOT analysis, explaining the four components with examples of what could be included in each before breaking the group into small teams (6-8 people) to complete the analysis.
 - It is important to provide adequate time for groups to brainstorm options, present findings to the larger group, and discuss the analysis together to ensure the analysis is comprehensive and considers the perspectives of different stakeholders who will be involved or benefit from the initiative (DCAF, 2009).

Key Tool

- ***Gender and Security Sector Reform Training Package*** (DCAF, 2009). This website, for practitioners working within or with security sector actors and institutions, includes training activities and materials to accompany the Gender and Security Sector Reform Toolkit. The site provides two activities to conduct a SWOT analysis: [Civil Society Oversight of the Security Sector and Gender Exercise 6](#); and [Police Reform and Gender Exercise 6](#).

Needs assessments

Overview

- People have different security needs based on their sex, ethnicity, age, sexual orientation, social group, religion and other factors. For instance, women face a higher risk of domestic violence and men face a higher risk of gun violence ([OECD/DAC, 2009](#)). Security needs assessment can be used to determine gaps in an existing situation and what is desired or what ought to be (e.g. related to services available, capacities of security personnel, institutional measures and systems, etc) ([PATH, 2010](#)).
- An assessment of women's security needs should cover both their immediate or *practical* needs and their longer-term *strategic* security needs as it relates to both police responses and the effects of the broader security systems. A practical needs assessment may look at women's ability to secure immediate protection from abuse, access [orders of protection](#), as well as barriers to receiving assistance, such as fear of reporting cases of abuse due to police insensitivity to survivors or pressure to reconcile with perpetrators, such as in cases of domestic violence. A strategic needs assessment evaluates the broader needs of women, for example, women's insecurity related to the lack of legislation establishing specific police responsibilities, institutional complacency in cases of violence perpetrated by security personnel or limited capacity of oversight mechanisms responsible for holding the sector to account for its obligations to uphold women's rights ([UNICEF, 2000](#)). For example, an assessment of sexual assault survivor needs may examine services for women and girls provided by police in the process of filing and investigating a case, as well as the broader legal and policy framework related

to [investigation](#), including [forensic evidence](#) collection and documentation. Security needs assessments may be undertaken to inform programme planning or revisions.

- The specific purpose and outline of the assessment needs to be identified as a first step for any security-related initiative or specifically examining women's security needs.
- A preparatory desk review should be conducted, as well as an analysis of the [relevant stakeholders](#) and the identification of key individuals to be consulted. The desk review can help to decide the:
 - number of stakeholders to be interviewed
 - quality and nature of data to be collected
 - structure of the assessment report
 - timeframe required for the overall assessment ([UNODCa, 2010](#)).

Key considerations (adapted from [OECD/DAC, 2010](#)):

- **Undertake joint assessments where possible.** Assessments may be carried out internally by the targeted beneficiaries of an initiative (e.g. a national security institution) or may involve an external team (civil society, academic, or other non-governmental experts) supporting the planning and design phase. Coordination between the security sector and key health, legal and social service providers supporting survivors can enable critical information sharing, avoid duplication and use resources more efficiently. Other joint assessments may be taken between donors, or involving governments and civil society organizations.

Example: Needs assessment by Juzoor and the Women's Centre for Legal Aid and Counselling (occupied Palestinian territories)

Since January 2009, the [Women's Centre for Legal Aid and Counselling](#) and [Juzoor](#) (funded by the European Union) have implemented a project which contributes to improving the overall delivery of legal, health and social services to women survivors of gender-based violence and those at risk of violence. As a first step, an independent needs assessment and mapping of service providers, academic institutions and police departments was conducted to inform the creation of the referral system.

There were four components of the needs assessment, which focused on examining gender-based violence in relation to the:

- extent to which the issue is addressed by police departments, in order to identify service gaps and other needed components lacking in departments which receive survivors of violence. Sixteen centres were approached and agreed to participate.
- existing legal, health and social services and procedures for survivors and women at risk of violence at seven West Bank governorates to review how violence is addressed by selected service providers and identify service gaps.
- extent to which the issue is addressed in service provider training curricula, in order to identify theoretical and practical training gaps of professionals who may interact with survivors across sectors and settings. Curricula from 34 academic programmes including Medicine, Nursing, Midwifery, Police Studies, Social Work, Law, Psychology, Gender and Development, Public Health and Management were assessed.
- extent to which women survivors perceive their care provision needs are satisfied by service providers, to highlight service gaps and help to develop a comprehensive and holistic service. Forty-four women were targeted through a purposive sample for interviewing as part of the survey.

Key findings and recommendations to the police included:

- Departments need to develop special units to serve women victims' of violence, which are currently lacking and should be promoted and developed. They also lack necessary equipment for providing the best service and need support in that regard.
- The establishment of family protection units in select governorates is promising and should be supported to expand to all governorates.
- Databases need to be instituted in departments which lack them and further analyzed for content and developed were they exist.
- A national training program on violence against women and girls for police workforce is recommended, as well as an in-depth review of the Police Academy curricula.
- All police departments must have trained police for dealing with violence. The lack of specifically trained police at 50% of surveyed departments highlights the need to initiate such training immediately.
- Follow-up of survivors by female police is to be commended and maintained.
- Protocols on coordination with other serviced providers should be reviewed and further developed as part of a national referral system.
- Procedures for dealing with survivors must be written, clearly noting responsibility, for reference and accountability purposes as well as consistent service provision.

Source: Aghabekian, Varsen. 2009. [Study on Violence Against Women: "Promoting women's rights and combating violence against women: Building a sustainable legal-health-social service referral system in the Palestinian Occupied Territory"](#). Juzoor and Women's Centre for Legal Aid and Counselling.

- **Ensure assessments capture people's understanding of their security needs.** Security concerns of national governments may differ from those of individuals, and are likely to differ between groups of people (i.e. women and girls may define security differently from men and boys and have different security needs). It is important for security actors (from leaders, policy-makers to uniformed personnel) to understand these perspectives, particularly when and why people feel unsafe and what type of security they require. Different groups can make distinct contributions to security in their communities. For example, women who work in fields away from their immediate community may have knowledge of incidence and patterns of gender-based violence that can inform the assignment of daily patrols. Girls who experience insecurity when travelling to/from school or around educational facilities (such as latrines/ outhouses), are likely to have critical security information on the perpetrators, locations and timing of attacks, which can help to identify appropriate reinforcement of school infrastructure and adjustments of police or other security personnel presence in and around schools. Women may also have a key role in local dispute resolution mechanisms that can provide police with important information related to preventing incidents of violence.

Illustrative example: occupied Palestinian territories

Between June and November 2009, the [Geneva Centre for the Democratic Control of Armed Forces](#) and [Palestinian Working Woman Society for Development](#) conducted a study using focus group discussions and in-depth interviews with Palestinian women and girls in the West Bank and in the Gaza Strip to draw out their perspectives on security. The methodology included:

- **Semi-structured focus group discussions (35 total)** with women and girls in seven governorates
- **Between 6 and 12 participants** in each focus group
- An average time of **one and a half hours** given for each discussion
- **Intentional all-female groups** given the sensitive nature of the topic
- **Criteria for participant selection** included: area of residence, age, and main sphere of social activity. See specific focus group questions below.
- **Open-question approach** that encouraged participant discussion and allowed them to introduce issues not mentioned by the facilitator, covering a variety of topics related to women and girls' perceptions of security.
- Discussion **conducted in Arabic by a female facilitator** who followed a specific questioning route designed for the study and documented by a female note-taker who recorded the discussions for subsequent transcription and translation into [English](#).

Other considerations

- Given limitations to the type of information participants are willing to share in a group setting, especially in regards to sensitive issues, **eight in-depth interviews** were also conducted with select focus group participants to complement the information gathered during group discussions
- Interviews should be conducted using neutral and non-judgmental language, framing questions to elicit open answers, and avoiding 'closed questions', which result in "yes" and "no" answers.

Source: [Chabhan et al., 2010](#). *Why Palestinian Women and Girls Do Not Feel Secure*. Geneva. DCAF.

Example: Focus Group Discussion Questions

Introduction: The facilitator provides a brief introduction to the purpose of the study and explains the confidentiality rules for the session.

Opening Question

Can you introduce yourself to the group and tell us how you reacted when you were asked to participate in this study?

Introductory Question

A lot of reports say security is an issue for women in (country/ community). What do you think about that? (Do you think it is true?)

Transition Questions

If you asked your friends about their concerns for their security, what would they say? Would you say that women feel secure in your community? Can you give specific examples?

Key Questions

- What are women in (country/ community) mostly afraid of when they are in the streets/ at work (or school)/ at home?
- (*If violence has not been mentioned in the previous responses*) What about violence in the public spaces/ at work/ school and at home? Would you say women in your community are concerned about violence?
- Who can women in (country/ community) turn to for help if they experience violence?

(Follow-up)

- If your friends were confronted with violence, who would you recommend they go to for help? And who would you recommend they avoid?
- What do you think of the way the authorities in (country/ community) handle violence against women? (*if not mentioned, specifically ask about the police, social services, hospitals and courts*)
- What do you think of the way other organisations (non-governmental organisations) handle violence against women?
- What should be done to make women in (country/ community) feel more secure?

Ending Questions

- In your opinion, what is the most important thing that was said today?
- If you could talk to governmental officials, what would you recommend they change in order to provide more protection for women?
- Is there anything you wanted to say and did not get a chance to say?

Adapted from: Chabhan et al. 2010. [*Why Palestinian Women and Girls Do Not Feel Secure*](#). Geneva Centre for the Democratic Control of Armed Forces.

- **Acknowledge existing perceptions and assumptions**, and focus on understanding the specific experiences of women and girls. To ensure local relevance and identification of appropriate recommendations to women's security issues, needs assessments require investment in tools and methods, such as in-depth contextual [situational analysis](#) and involve cooperation and contact with civil society actors working on the issue and who work directly with survivors. Examples of such assessments include:
 - Kerala, India, [Centre for Women's Studies and Development, 2005](#)
 - Public perceptions surveys - survey on perceptions of domestic violence against women across the EU, [Eurobarometer, 2010](#)

- **Apply the ecological model to identify risk factors for perpetration of violence or those that contribute to impunity.** Eliminating violence against women requires not only a focus on preventing and stopping the violent behaviour of individual perpetrators, but also transforming the fundamental attitudes, behaviours and practices which condone the violence at the relationship, community and society levels ([UNODC, 2010](#)). Interventions working with security personnel on the issue should engage or work in partnership with organizations specializing on community or societal behaviour change, to ensure the [risk factors](#) at each level of the [ecological model](#) (Heise, 1998) are considered in developing and implementing security sector programmes. For example, risk factors for perpetration of violence against women and/ or girls include:
 - **Individual Risk Factors:**
 - Witnessing violence or experiencing abuse by security personnel as a child, for example, in communities where police brutality is common or armed groups control the area, or in states governed by the military
 - Recruitment into an armed group or gang at a young age, and the associated disruption of/limit on the educational opportunities for members
 - Extended isolation from family and social supports, which may be experienced by men and boys involved in socially-controlling peer groups or during forced conscription/abduction by armed groups in conflict situations
 - Substance abuse, which may result as a response to traumatic experiences, such as continuous exposure to highly violent crimes
 - **Relationship risk factors:**
 - Negative influence of social peers and colleagues that promote expression of masculinity that normalizes violence and aggression and women's lower status (both within their homes and within the community/workplace). This is especially relevant in hyper-masculine institutions, such as the military.
 - Economic stress or disparity in earning power between men and their partners, which can be exacerbated, for example, when male security personnel receive insufficient financial compensation or irregular payments and are unable to support their families
 - **Community/institutional risk factors:**
 - Institutional norms which promote or perpetuate a belief that security personnel are entitled to use violence (including through tactics such as sexual harassment and assault). These norms can be entrenched in social

systems which place police and armed personnel above the law and discourage dissent or questioning of their authority, as well as reflected within the communities and stations in which they operate (for example, where violence against women who are perceived as disobeying social norms or disrespecting police authority is tolerated and condoned as an appropriate response)

- Institutional practices which promote aggression and male dominance, particularly during recruitment or induction activities (which may involve perpetrating rape or other human rights abuses)
 - Institutional training processes that promote negative stereotypes of women and girls
- **Societal risk factors:** The personal relationships of security personnel and their community interactions are heavily influenced by broader societal forces, such as economic interests, social norms, cultural beliefs, laws and policies, and political ideologies. Risk factors that contribute to violence at this level include:
- historical and societal patterns that normalize or glorify violence by the security sector, including silence or acceptance of sexual and/or domestic violence;
 - discriminatory laws which fail to mandate the security sector to protect at-risk women or survivors of violence, or discriminatory security policies;
 - social norms granting or tolerating male control over female behaviour, which are internalized by security personnel.

Example: [Gender and Security Needs Assessment in Liberia and Sierra Leone](#)

The Geneva Centre for the Democratic Control of Armed Forces in partnership with the Women Peace and Security Network Africa (WIPSEN-Africa) conducted needs assessments in Liberia and Sierra Leone at the start of a [project](#) aimed to strengthen the integration of gender and women's issues in security sector reform; and to enhance the capacities of female security personnel as drivers of change from within the sector. The assessment aimed to: generate background on existing initiatives and promising practices; identify stakeholder knowledge on gender and sector reform to avoid duplication of efforts and maximize limited resources; as well as raise awareness, and enhance community engagement in, ownership and sustainability of the initiative ([WIPSEN-Africa](#), 2008). The assessment involved:

- Background research
- A community attitude survey with a representative sample of local interviews (e.g. local chiefs, leaders of women's community associations, faith-based and youth groups)
- Key informant interviews and questionnaires (~50 per country) with officials and leaders, using distinct versions for sector stakeholders, community members, female personnel and civil society and a combination of open and close-ended, multiple choice and likert-scaled questions.
- Focus groups (e.g. Sierra Leone's Parliament Committee on Defense, Internal & Presidential Affairs)

Key findings related to gender-based violence highlighted in the [report](#) included:

- Domestic and sexual violence were key security threats for all stakeholder groups
- Ongoing resistance to fully support women's inclusion in the security sector
- Female security personnel noted:
 - women's marginalization from decision-making and male dominance as threats, with the need to address underlying gender inequality
 - familiarity with Family Support Units as a measure to address gender-based violence
 - limitations on the role and potential for advancement by female personnel (e.g. the de-motivating environment discouraging women from seeking careers in the sector)
- Civil society organizations (mainly working on security, justice and gender issues) noted:
 - lack of consultation, usually limited to information sharing or participation in meetings
 - lack of clear impact resulting from the reform process
- Community members (e.g. grassroots women, faith-based, local leaders, youth) noted:
 - Low level of trust for the police, who are perceived to be corrupt and ill-equipped to deal with reported cases, although level of trust for the military, is higher
 - The need for community policing, local vetting of prospective security recruits, public hearings on security issues, and efforts to increase women's recruitment
 - Mixed views on the impact of women's representation within the sector in changing communities' confidence, in particular with regards to the police

The assessment generated high expectations from stakeholders and recommendations for:

- A dedicated unit to the issue in [Liberia's Ministry of Gender & Development's](#) resource centre
- Trainings for [Sierra Leone's Justice Sector Coordination Unit](#) and [Ministry of Social Welfare, Gender & Children's Affairs](#)
- A Sierra Leone female security personnel network; and strengthening Liberia's Female Law Enforcement Association
- Support for the development of institutional gender policies
- Additional research, resulting in a [mapping](#) of actors and institutions in Liberia.

Sources: WIPSEN and DCAF.2008. [Needs Assessment](#); _____.2008. [Security Sector Reform in West Africa: Strengthening the Integration of Gender and Enhancing the Capacities of Female Security Sector Personnel](#)'. WIPSEN- Accra.

Key Tools

- ***Needs assessment toolkit on the criminal justice response to human trafficking*** (United Nations Office on Drugs and Crime, 2010). This toolkit was developed by UNODC within the framework of the Global Initiative to Fight Human Trafficking. It aims to provide comprehensive guidance for assessing the criminal justice response to trafficking in persons in a given State. The toolkit provides a Training Needs Assessment Questionnaire (Annex A) which can be used specifically to assess the training needs of security institutions dealing with trafficking or could be adapted to address training needs for preventing and responding to violence against women and girls more broadly. Available in [English](#).
- ***Gender-Based Violence Legal Aid: A Participatory Toolkit*** (ARC International, 2005). This toolkit is for staff working with security personnel, such as local police, international peacekeepers, and ministries such as the Interior or Internal Affairs. The resource provides tools and step-by-step guidance for designing, implementing and monitoring gender-based violence programmes that incorporate “adequate, appropriate, and comprehensive prevention and response strategies” within a multisectoral approach. Guidance and templates for conducting a preliminary assessment of services and needs is included. Available in [English](#).

Programme planning: from research to design

Identifying the vision

- Drawing upon the findings of the situational analyses (including [context](#), [stakeholder](#), [SWOT analysis](#), and [needs assessment](#)), the following key questions may help to identify overarching programme approaches and inform the design process to ensure that initiatives are responsive to the security needs of women and girls:
 - Are there currently any initiatives engaging the security sector (including through sector reform) to address gender-based violence?
 - What are the roles of government, other donors, civil society (including women's organizations) in these efforts?
 - What challenges, concerns or gaps does the programme aim to address?
 - What does the programme hope to achieve (both the overarching [goal](#) (e.g. implementation of police duties identified in the National Action Plan on Violence against Women) and [specific objectives](#), or [outputs](#) resulting from the initiative (e.g. to establish effective and accessible response standards by the police to survivors of gender-based violence; or to improve community members' confidence in approaching police regarding the issue in a particular municipality)?
 - Who are the target beneficiaries (e.g. survivors of violence, national police, military, etc)?
 - How will the programme achieve these results (i.e. [activities](#) to be implemented through the initiative)?
 - Which actors will be involved in the programme (e.g. Ministry of Defense, Interior, Women's Affairs; Police Academy, legal assistance groups, survivor support groups)? Are there opportunities to [partner](#) with others for maximum impact (e.g. health, legal, shelter and other organizations providing assistance to survivors of sexual violence, partnering with non-governmental organizations with substantial experience in training police officers to better understand violence against women)?

Illustrative Example: As part of a community policing pilot, advocates in Marin County, California (United States) conducted a joint one-day training with law enforcement trainers on domestic violence and community policing to all patrol officers and sergeants in the county (approximately 450 officers), which participants noted contributed to improved partnership and collaboration between the police and advocacy community ([Sadusky](#), 2004).

- How will progress be [measured](#)?
- See [key strategies](#) for examples of approaches to working with the police and security sector. Guidance on specific implementation strategies is available in the sections on [Legal and Policy Frameworks](#), [Institutional Capacities](#), [Service Delivery](#), and [Oversight](#).

Key Tools

- ***Enhancing Law Enforcement Response to Victims: Resource Toolkit*** (International Police Chiefs Association, 2008), is one of 3 resources in its Strategy Package for state and non-state law enforcement actors and policy-makers. The toolkit includes resources such as revised mission statements, schedules and process descriptions, stakeholder interview questions, sample action plans, partnership agreements, victim response policies and procedures, engaging staff and employing performance appraisals, informational material (brochures, press releases, websites) and links to relevant victim-related resources. Available in [English](#); 42 pages.
- ***Gender and Security Sector Reform Toolkit*** (DCAF, ODHIR/OSCE and UN-INSTRAW, 2008). This Toolkit is designed to provide policymakers and practitioners with a practical introduction to why gender issues are important in security sector reform and what can be done to integrate them. The toolkit provides a user guide plus 13 tools focused on gender in relation to: Security Sector Reform; Police Reform; Defence Reform; Justice Reform; Penal Reform and; Border Management; Parliamentary Oversight of the Sector; National Security Policy-Making; Civil Society Oversight of the Sector; Private Military and Security Companies; Assessment, Monitoring and Evaluation; Training for Security Sector Personnel; and Implementing the Women, Peace and Security Resolutions in Security Sector Reform. The guide is accompanied by a [Gender and Security Sector Reform Training Resource Package](#), which provides tools for the areas above. Available in [English](#).

Establishing partnerships

Partnerships within the security sector, as well as between security actors and other sectors and organizations are critical for any initiative to have a sustainable impact, and should be established as early in the programme development as possible. Partnerships can take place at local, national, regional and international levels, including partnerships between national entities and sub-national or community-based groups (e.g. Ministry of Interior and community-based police forums).

Why are partnerships important?

- In line with a [sector-wide approach](#), establishing partnerships between the police, who are most frequently the key security actors directly working with survivors, [other security actors](#) (such as armed services in some circumstances) and organizations working from the policy-level to community-based operations (e.g. management and oversight bodies including executive, parliament, government ministries, civil society including women's groups, Human Rights Commissions, the media and private contractors, and ombuds offices) ensures the contributions of a particular security initiative contributes to broader institutional and system-wide changes.
- Security partnerships with other sectors (health, justice, etc) and actors, including civil society and women's support groups, legal assistance, and organizations providing shelter/housing services, is important to provide the most comprehensive services to survivors. Multisectoral partnerships can help educate law enforcement personnel about gender-based violence and the experiences of women and girls, as well as provide personnel a better understanding of what interaction is needed and how it should be documented to support survivors who may wish to pursue prosecution and other judicial remedies. For example, see the case study on the United Kingdom's [Multi-Agency Risk Assessment Conference](#).
- Local ownership and community partnership with police can improve the services delivered to survivors, by increasing women and girls' demand for security services and building the trust of survivors. This can address the reluctance of women and girls to approach police and other security personnel, particularly if police have a reputation of being unresponsive or insensitive to survivors, or even being perpetrators themselves. Such collaboration is a core element of [community policing](#).

Illustrative example: The Council of the European Union's [Conclusions on Improving Prevention to Tackle Violence against Women and Care to its Victims within the Scope of Law Enforcement](#) (adopted April 2010) asserts that:

"civil society, in particular, NGOs, women's associations and, where appropriate, other public and private voluntary organizations concerned with the issue of violence against women play an important role in the effort to combat all forms of violence against women. Maintaining a close cooperation between law enforcement authorities and civil society on this issue is therefore considered appropriate."

- Partnerships strengthen the overall effectiveness of efforts to address the issue by streamlining resources and activities where they are most needed, coordinating data collection for improved case management and monitoring of progress, etc. This can contribute to: achieving mandatory government targets (e.g. within the parameters of a national action plan) or to ensure that legislation is implemented; and increasing the impact of limited resources allocated to the issue.

How are partnership established?

The following guidelines can help organizations select and establish strategic partnerships:

- Draw upon the [stakeholder analysis](#), review security and related institutions, organizations and actors for their appropriateness as partners using the following questions:
 - Do they have the trust of survivors?
 - Are they well-connected and respected by organizations working with survivors (as relevant at either the policy/advocacy, institutional or community level)?
 - Are there particular risks that should be considered (e.g. negative reputation or lack of specific experience on the issues)?
- Select partners and 'allies' strategically (i.e. organizations/individuals supporting the initiative's approach) by considering:
 - Who is in a position to advocate for change (e.g. at policy, institutional or community level)?
 - Are there individual 'champions' of the issue within the police, armed forces, ministries who are respected by their colleagues and can influence them informally?
 - Is there a leader or high-level figure (at national, institutional or local level as appropriate for the initiative) who can provide influential support if there are barriers or obstacles during the project's implementation? At the community level, this may include: representatives of respected organizations or individuals such as religious leaders, traditional or customary women or men leaders, youth leaders, celebrities, etc. These partnerships should evolve and deepen to ensure the messages and actions of the leader remain consistent with the programme's principles over time.
- Address risks associated with institutional engagement focused on improving the work of partners with negative practices by creating a joint workplan and communication strategy to minimize concerns and explain the partnership to the local community and external audiences. For example, a partnership with a particular police unit which has a reputation for not responding to women's calls for protection in cases of domestic violence might be challenged by survivor-support groups, who view the police as a barrier for women to access their rights. In such cases, a jointly-developed plan with the police unit could present how the initiative will work to improve police attitudes and practices to improve responses in domestic violence cases.
- Create a memorandum of understanding that clearly outlines responsibilities, timelines, budget breakdown (if relevant), etc., which also should ensure that all partners agree to a code of conduct (practices and [guiding principles](#) to be followed) and specific conditions for cooperation (i.e. the key issues and approaches to be implemented through the partnership). A [stakeholder analysis](#) can be used to inform the conditions of partnership, which should be finalized through participatory discussions with all partners to identify their specific skills, knowledge and experience related to the security sector and violence against women and girls is integrated.
- Create a strategy and action plan with shared directions for partners, building on individual strengths and expertise. In order to be successful, members of a partnership need a joint understanding of the issue (e.g. what are the different forms of violence women are experiencing, how are these defined), which can be drawn from a [situational analysis](#).

Illustrative example: Steps to guide the development of an Action Plan

1. Analyze the issue

Consider the following questions in the discussions:

- What are the practical problems that give rise to your concern? (How do they impede women's safety/offender accountability?)
- Does the concern arise from an individual case/occurrence, or does it represent a larger systemic problem? (i.e. the same problem has occurred in a number of cases)
- Does the concern have to do with an administrative process, flow of information, etc.?
- Does the concern indicate a need for more training?
- Is the concern a result of an "attitude" about violence against women, an assumption or belief?
- Is the concern or problem a result of improper referrals?
- Can the concern be addressed at a local level, or does it require a higher level of authority?

2. Vision for change

Visioning requires a goal-oriented focus and joint discussions on the optimal outcome. As a group ask: "What is the best possible solution?" Define this solution in concrete terms (e.g. "every assaulted woman receives a swift, sensitive and appropriate referral to an agency that can provide her with information about her rights and options for support.")

3. Develop a plan

Once the problem has been identified and vision for change has been defined, begin a process of creating an action plan. *The following questions can guide the discussion:*

- Practical issues: what can be done now (or has been done) to fix the situation; who will take action; by when; and what is the agreed upon strategy?
- Systemic issues the problem represents: what long-term improvements can be made at the local level to address the problem?
- Does the problem represent a need for change at another level of authority? Can it be addressed through a regional authority (e.g. police boards, regional authority)?
- Does the problem represent a need for action/response at a Provincial or Ministry level?
- Who will document the problem, best practices and plan, and how and to whom will that be communicated?

4. Monitor

It will be useful to determine at the outset what signs will determine the successes. Progress should be evaluated, and possibly adjustments made along the way. Don't be discouraged if the original problem must be revisited several times before achieving the level of success envisioned. A process of monitoring and evaluation is crucial to a substantial change process and may require ongoing work to overcome challenges and obstacles.

Excerpt adapted from: Community Coordination for Women's Safety Project. 2005. [Building Partnerships to End Violence Against Women: A Practical Guide for Rural and Isolated Communities](#). BC Association of Specialized Victim Assistance and Counselling Programs. Vancouver.

- Hold regular consultations between partners to ensure joint strategies and action plans are implemented and support a partnership process that is successful and sustainable. The consultation mechanism provides a critical platform to strengthen relationships between actors as well as to discuss any necessary changes in strategies.

(Adapted from: DFID. 2003. "[Tools for Development: Handbook for those engaged in development activity](#)". London. DFID; OECD. 2011. "[Justice and Security M&E Toolkit](#)." OECD. Paris)

Examples of partnerships involving security organizations:

Albania: In November 2008, a [Cooperation Agreement](#) between five ministries (Labour, Social Affairs and Equal Opportunities; Interior; Justice and Health; and Education and Science) was signed for the Implementation of [Law no. 9669 'On Measures against Violence in Family Relations'](#). The agreement established a partnership between police and domestic violence shelters to provide referral services to survivors ([Government of Albania](#), 2008).

Russia: In 2009, a memorandum of understanding was signed between the local government, law enforcement authorities and other service providers (government and civil society) to assist women survivors experiencing domestic violence and other 'individuals in difficult life situations', which outlines general duties for different sectors and calls for all bodies to undertake prevention activities and take steps to standardize institutional practices with regard to training, data management etc (in [English](#) and [Russian](#)) ([DFID, 2003](#); [OECD, 2011](#)).

Sierra Leone: the Police Family Support Units have a partnership with the [Ministry of Social Welfare, Gender & Children's Affairs](#) in an effort to address all forms of abuse against children and women. The Memorandum of Understanding between the Sierra Leone Police and the Ministry calls for a social worker of the Ministry of Social Welfare, Gender and Children's Affairs to be located in the Family Support Units, responsible for referrals, or direct provision of, psychosocial care and legal advice. As of 2010, there were 41 Family Support Units across the country ([UN Secretary General's Database](#)).

Key Tools

- ***Training Resources on Police Reform and Gender, Exercise 12: Community engagement map*** (Geneva Centre for the Democratic Control of Armed Forces, 2009). This exercise, as part of a larger training resource package, helps plan for enlisting the support of community actors for a common goal. Available in [English](#).
- ***Building Partnerships to End Violence Against Women: A Practical Guide for Rural and Isolated Communities*** (Community Coordination for Women's Safety Project, 2005). This guide is for organizations to build partnerships with other community actors in order to prevent violence against women. The benefits of partnerships, as opposed to fragmented approaches, are examined, as are relationship-building, clarifying commitments, information sharing, diversity and more. Tools, challenges faced, and case studies are provided. Available in [English](#); 131 pages.

Creating programme frameworks

- [Conceptual frameworks](#), usually results or logic models, illustrate how the [programming strategies](#) identified will be operationalized and present the linkages between the specific activities planned and direct outputs with the broader outcomes and impact intended for a particular initiative.

Illustrative Example of Results Chain

Inputs	The resources required to implement a programme	<ul style="list-style-type: none"> • <i>Personnel</i> (e.g. specialized staff for working with survivors/ on gender-based violence, trainers) • <i>Equipment</i> (e.g. vehicles for reaching/transporting survivors, communications, supplies for post-rape care, forensic evidence collection, facility for receiving survivors, technology for records management) • <i>Funds</i>
Processes	The activities undertaken	<ul style="list-style-type: none"> • Public education on police services available and complaints mechanism for abuse of authority • Training programmes for police personnel • Development of institutional policies on abuse by personnel and response protocols
Outputs	The result of the activities	<ul style="list-style-type: none"> • Number of police trained • Trainings institutionalized in police academy curriculum • Protocols in place and operationalized within stations • Public information materials produced
Outcomes	The consequences of the programme	<ul style="list-style-type: none"> • Improved police knowledge and capacity to respond to cases of violence against women increases proper documentation and referrals • Public awareness of police obligations and services available to them increases reporting to police • Reduced tolerance of violence against women among security personnel results in greater disciplinary penalties against non-compliant staff
Impacts	The ultimate achievement for the wider community	<ul style="list-style-type: none"> • More effective and responsive security institutions and personnel that provide appropriate support and responses to women and girl survivors
<i>Adapted from UNDP. 2002. "The Monitoring and Evaluation Framework", Evaluation Office, and OECD. 2008. "Handbook on Security System Reform: Supporting Security and Justice"</i>		

- Programme models provide the foundation for developing monitoring frameworks, such as [results frameworks or logframes](#), which outline [indicators](#) and targets for key outcomes and outputs, and ensure that a programme's goal and objectives are clear and achievable. These frameworks can inform strategic planning and programme implementation and should be used to establish (during the design phase) and implement the programme's [Monitoring and Evaluation Plan](#).
- Programme documents (e.g. concept note, plan, project memorandum or terms of reference) are useful for comprehensively capturing the results of the assessment and programme planning phase, and presenting the strategies and frameworks guiding a particular initiative. These may include details on how the programme will be implemented and what it hopes to achieve, usually covering: background on the initiative, its overall goal, key [outputs and outcomes](#), implementation plan, including actors, institutional/management/financial arrangements and risks involved. See for example, UN Women. 2010. [From Communities to Global Security Institutions: Engaging Women in Building Peace and Security 2009-12](#). New York; and Government of Pakistan/UNDP. 2006. [Gender Justice through 'Musahiat Anjumana' Proposal](#)." Islamabad.

Examples of different programme Logical Frameworks

Illustrative example of Logframe				
Overall goals	Outcomes	Outputs	Activities	Indicators
Police service responsive to violence against women and girls	<ol style="list-style-type: none"> 1. Case documentation is improved to support prosecution of cases 2. Increase in number of protection orders enforced 3. Women/girls have more positive experiences with the police 	<ul style="list-style-type: none"> – Police officers trained in how to respond to and prevent violence against women and girls – Police have increased knowledge and capacity to address violence against women and girls 	<ol style="list-style-type: none"> 1. Training sessions on gender-based violence (including prevention and response) 	<ol style="list-style-type: none"> 1. Case documentation system established and functioning 2. Proportion of protection orders enforced 3. Change in satisfaction with police services reported by women and girls' over time
Improved personal security and enjoyment of rights for women serving in the military.	<ol style="list-style-type: none"> 1. Increased representation of women in the military 2. Decrease in incidents of sexual harassment reported by female personnel 	<ul style="list-style-type: none"> – Assessment study on recruitment procedures and possible entry points – Development of policies and procedures to deal with sexual harassment – Change of recruitment strategy to promote female recruitment. 	<ol style="list-style-type: none"> 1. Collect data/ reasons or motivations to apply inside/ outside the military. 2. Affirmative measures for female applicants. 3. Assessment study on incidents of sexual harassment. 	<ol style="list-style-type: none"> 1. Percentage increase in number of female applicants. 2. Percentage increase in number of female military staff. 3. Percentage reduction in number of sexual harassment and abuse cases reported

Adapted from: [Nicola Popovic. 2008. "Security Sector Reform Assessment, Monitoring and Evaluation and Gender." Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek.: DCAF, OSCE/ODIHR, UN-INSTRAW. Geneva.](#)

Illustrative Example (Excerpt adapted from Logframe: *From Communities to Global Security Institutions: Engaging Women in Building Peace and Security- Liberia* (DFID/ UN Women Programme, 2008-2013))

Programme Purpose: To ensure that women (including the most marginalized in conflict contexts) are able to contribute to and benefit from security measures and peace building, peacemaking processes at the community, national, regional and global levels						
Indicator: Change in level of women's and girls' physical security at the community level in selected pilot countries of the programme (based on survey)						
OUTPUT 2: Security Sector Reforms in Liberia create more secure environments for women by way of protection, access to justice and local reforms	Indicators (2 of 5 featured)	Baseline + year	Milestone 1	Milestone 2	Target + year	Sources
	Change in the number of community initiatives (in target communities) addressing SGBV that are initiated or supported by women's organizations in select programme countries (checklist of initiatives will be developed, including co-policing, community safe house, women's groups involvement in referral mechanisms, etc.)	2010	2011 At least 2 new community led interventions address SGBV in targeted communities and benefit at least 100 women in select programme countries	2012 At least 3 new community led interventions address SGBV in targeted communities and benefit at least 200 women in select countries	2013 At least 4 new community led interventions address SGBV in targeted communities and benefit at least 500 women in select countries	<ul style="list-style-type: none"> - Partner reports, - UN Women Programme Reports
		Assumptions: Presence of stable or semi-stable communities in which to operate				
	Change in proportion of women on community police forums	Extent to which women are involved in community policing forums	10% increase in women involved in community policing forums	20% increase in women involved in community policing forums	Community policing forums are made up of 25% women	<ul style="list-style-type: none"> - UN Women reports, - administrative data from Police, Ministry of Justice, Ministry of Interior and - CSO reports
		Assumptions: Training is accompanied by national advocacy; Training and advocacy translates into concrete commitments by Senior Management in Liberia National Police; a single institutional reform has the potential to improve the service delivery of hundreds of women; Simultaneous and complementary efforts at the national and global level to address conflict-related sexual violence				

Activities Log

OUTPUTS	ACTIVITIES 2.1.1	Milestone 1	Milestone 2	Milestone 3	Monitoring Officer
2.1. Enhance community women's capacity to demand effective police responses to women and girls' security threats through increased women's participation in community policing forums and /or through peace hut initiative	2.1.1. Integrate gender-specific confidence and trust building efforts at local level community policing forums, or other appropriate arenas, to enhance the police's ability to respond to security concerns of women and girls	Mapping of community level protection initiatives in 2 communities	at least 2 new community initiatives to stop SGBV	At least 3 community initiatives to stop SGBV	Country Programme Manager, SOAP, LNP, MoGD
	2.1.2. Develop a programme to engage community men and traditional and faith-based authorities, in stopping violence against women via identifying role models , a mentorship programme with young men, outreach and counselling	Community level protection initiatives in 2 communities	At least 2 new community initiatives to stop SGBV	At least 3 community initiatives to stop SGBV	Country level Programme Manager, SOAP, LNP, NRWP, MoGD
2.2. Increased capacity of the police in the 4 focus counties to prevent, respond to, and file reports on SGBV crimes	2.2.1. Provide financial and technical support for a monthly meeting between the Local Community Service Officer, the Gender Focal Point, the Women and Children Protection Services Focal Point, and the women in the peace huts	Mapping of meeting schedules for peace huts women and different police units in community	at least 12 meetings between women and different police units held	at least 24 meetings held between women and the police units	Country Programme Managers, LNP, NRWP, MoGD
	2.2.2. Review police training curriculum for gender mainstreaming and train trainers in the police academy on the use of curriculum	Identify the different training curricular for review	Gender-responsive police training curriculum developed	20 trainers/ curriculum users trained in reviewed curriculum	Programme Manager, LNP, MoGD
	2.2.3. Support improved capacity for supervision and outreach to respond to women/girl's security needs: (procurement of 8 motorcycles, 1/ station; 8 mobile phones for hotlines; vehicles for police; UN Women; 2 yearly spot checks by LNP and UN Women to ensure quality in use of hotline and motorcycles; and launch, midterm, final 4-county meeting to share experiences)	Number of motorcycles and hotlines in target communities	10% increase in use of motorbikes and hotlines	20% increase in use of motorbikes and hotlines	Global Programme Manager and Country Programme Manager
	2.2.4. Support review of Gender Policy of Liberia National Police, including possible south-south training exchange and possible use of DCAF self-assessment tool on gender mainstreaming	Multi-stakeholder consultation process set up	Gender Policy reviewed	Gender self assessment for LNP conducted; results shared	Programme Manager, DCAF, LNP, MoGD

Key Tools

- ***Security Sector Reform (SSR) Assessment, Monitoring and Evaluation and Gender in the Gender and Security Sector Reform Toolkit*** (DCAF, OSCE/ODIHR, UN-INSTRAW, 2008). This tool is for those responsible for security sector and explores two dimensions of gender responsive assessments, monitoring and evaluation. The tool looks at existing SSR assessment frameworks, monitoring and evaluation strategies, and how to include a gender perspective in the different tools and approaches. It also covers gender mainstreaming initiatives in security sector institutions, including how to conduct a gender audit and M&E of gender mainstreaming. Available in [English](#); [French](#); and [Indonesian](#);
- ***Handbook on Security System Reform: Supporting Security and Justice***: (Organisation for Economic Development and Cooperation, 2008). This toolkit is intended primarily for international actors, who provide assistance to the design, monitoring and evaluation of security sector reform programmes. It is also relevant for other stakeholders who wish to learn more about how to assess the effectiveness of security sector reform. The toolkit provides a general introduction on the principles and purposes of monitoring and evaluation, how to monitor and evaluate security sector reform programmes, and can be used at any point in the project, from programme design, implementation, and/or [evaluation](#) (separate). Available in [English](#).

Conducting baseline assessments

Baseline data is used as a starting point for gauging progress towards the goal and objectives of a project and measuring the level and direction of change. It establishes a basis for comparing the situation before and after an intervention, which can be used to better understand the contributions or evaluate the effectiveness of a specific programme. (See the Monitoring and Evaluation module to learn more about conducting a [baseline analysis](#)).

Based around a programme's specific [monitoring framework](#), baseline assessments with police and other security actors may involve (but is not limited to) gathering information around:

- Sector and institutional policies and protocols
- Systems for case and record management within police institutions
- Institutional capacities and human resource competencies (including infrastructure, operational mechanisms, technical skills)
- Knowledge, attitudes and practices of security personnel related to gender equality and violence
- Women and girls' experience with police and other security actors (including perceptions, support received by survivors and cases of violence perpetrated by uniformed personnel)
- Community-based security mechanisms and collaboration with police

Example: Baseline Study: Strengthening state and civil society action to overcome violence against women in Haiti (UNIFEM)

In 2008, UNIFEM conducted a baseline study in Haiti for its programme "Supporting Women's Engagement in Peace building and Preventing Sexual Violence in Conflict". The study aimed to provide an overview of the patterns of violence against women and existing interventions to address the issue, and to review the proposed outcomes and indicators of the programme in order to provide the basis for future monitoring and evaluation plans. Conducted over a 6-week period, the study involved an initial desk review of available published and grey literature, followed by in-country research comprising 37 in-depth interviews and 11 focus group discussions with key informants, including national and local level officers from the National Police. The interview and focus group [guides](#) were tested in one area during a pilot phase before being finalized. A deliberate choice was made not to involve survivors in the research, given time limitations and measures required to ethically adapt research techniques for the purpose.

Research questions covered women and girls' experiences of violence as well as the capacity of the National Police and other actors to respond to violence against women. For example:

- What kinds of violence are experienced by people in these areas? How frequent and how serious are they considered to be?
- What forms of sexual and gender-based violence take place in the communities included in the study? When, where and how often do they take place? Who is responsible?
- What mechanisms/bodies/initiatives, whether formal or informal, currently exist in the communities included in the study for:
 - a) preventing/deterring/reducing violence and
 - b) responding to violence? Do they themselves use violence to achieve their goals? How effective are they? Do they include women? Do they respond to women's priorities?

Key Findings:

- Considerable recognition of the role of police in providing security at a community level.
- Inconsistent responses by police to calls for intervention due to lack of transport or fuel; at times, police demanded a cash payment to respond.
- Police reported their use of mediation at times, trying to reconcile couples, though they were obliged to take formal action in cases of child abuse or serious physical harm.
- The role of the National Coordinator for Women's Affairs within the Police allowed the [Concertation Nationale](#) (a joint body bringing together state institutions, international organizations, and civil society to address gender-based violence) to gain access to key individuals within the police hierarchy, though her junior rank and lack of resources meant that her role was sometimes marginalized. Some gender focal points were appointed, though these also lacked resources required to carry out their duties.
- Lack of systematic training on gender-based violence– conducted at the police academy for some recruits or in short sessions organized by the UN peacekeeping mission [MINUSTAH](#).
- While in some cases the reception of survivors was reported to be well-handled, in others, women's organizations reported a tendency to blame survivors.
- Plans had been developed to open women's police desks at a number of pilot stations.

Source: Spraos. 2008. [Strengthening state and civil society action to overcome violence against women in Haiti](#): UNIFEM.

IV. Programme Implementation

A. Develop legal and policy frameworks

- Ensure that national laws cover the security sector
- Develop national policies, strategies and action plans that set out roles and responsibilities of different security actors
- Develop operational policies and codes of conduct
- Secure political and financial commitment

Ensure that national laws cover the security sector

- Security institutions need to be given a clear mandate to play an effective role in violence prevention and response. This mandate should be enshrined in national legislation and in alignment with relevant [international and regional human rights instruments and standards](#), which establish specific responsibilities for the sector to uphold the human rights of women, including in the elimination of violence against them.
- The role and responsibilities of security institutions in addressing gender-based violence may be established through a variety of measures in the legal framework, for example, decrees, provisions in penal codes, dedicated laws on violence against women and girls or on specific forms of violence.
- The development and reform of the legal framework involves sustained efforts over years and should be pursued alongside efforts to strengthen the [policy framework](#) and [institutional procedures and practices](#) within the sector.

Key provisions

Key provisions that need to be included in national legislation should cover the powers and responsibilities of police and armed forces, upholding specific standards of conduct by security personnel. Legislation should also reinforce a multisectoral response, with explicit obligations for security institutions to coordinate with other agencies providing services to survivors and women and girls at risk of violence ([United Nations](#), 2009; [United Nations Economic and Social Council](#), 2010; and [Advocates for Human Rights and UN Women](#), 2010).

- Legislation defining mechanisms which will or should be put in place to enable the police and armed forces to implement their duties to prevent and respond to violence against women may establish or require:
 - the creation or strengthening of [specialized units](#) and/or personnel within the police and/or armed forces to deal with violence against women and girls, and provision of adequate funding for their work and specific training of their staff ([UN Handbook](#) 3.2.4).

Example: Spain's [Organic Act 1/2004 of 28 December on Integrated Protection Measures against Gender Violence](#) requires the establishment of “dedicated units within the national law enforcement and security agencies specialising in the prevention of gender violence and supervising the enforcement of the legal measures adopted” (Art. 3).

- all members of the police or armed forces to undergo [training](#) in women and children's rights and/or violence against women.

Example: The Philippines' [Anti-Violence Against Women and their Children Act \(2004\)](#) requires that the National Police establish an education and training program for police officers and *barangay* officials to enable them to properly handle cases of violence against women and their children (SEC 42). This should cover:

- a. the nature, extent and causes of violence against women and their children;
- b. the legal rights of, and remedies available to, victims of violence against women and their children;
- c. the services and facilities available to victims or survivors;
- d. the legal duties imposed on police officers to make arrest and to offer protection and assistance; and
- e. techniques for handling incidents of violence against women and their children that minimize the likelihood of injury to the officer and promote the safety of the victim or survivor.

- the establishment of specific [protocols and procedures](#) to determine the response of the police or armed forces to cases of violence (e.g. [investigation](#) protocol to ensure proper collection of evidence while minimizing intrusion into the life of the survivor; [interviewing](#) guidelines to take into account the safety of the survivor and prevent re-victimization; [risk assessments](#) to ensure the protection of the victim, etc.).
- relevant Minister(s), in collaboration with police to develop (within a specified time period) regulations, protocols, guidelines, instructions, directives and standards, including standardized forms, for the comprehensive and timely implementation of the legislation ([UN Handbook](#), 3.2.6). The promulgating body should consult and work closely with non-governmental organizations and victims' advocates. Overall, these policies should seek to mainstream the police response, so that law enforcement uses the same trainings, educational materials and risk assessment model.
- the establishment of [codes of conduct](#) for the police and/or armed forces with respect to the prevention of discrimination, sexual harassment, exploitation and abuse by officers.
- the development and implementation of [coordination strategies](#) amongst agencies and actors involved in the prevention of an response to violence against women (e.g. police, judiciary, health sector, NGOs).
- mechanisms of [oversight and accountability](#) of the police and armed forces to scrutinize their performance with respect to addressing violence against women and hold them to account.
- provision of mechanisms of psychological support and mentoring to police officers to prevent their vicarious victimization.
- an increase in the number of female staff (at all levels) who are trained to address violence against women, including through the establishment of measures to [recruit, retain and promote female staff](#) ([UN Handbook](#)).
- the application of pro-arrest and pro-prosecution policies in cases of violence against women where there is probable cause that the crime has occurred. This may include consideration of a [probable cause standard of arrest](#), which allows police to arrest and detain an offender if they determine that there is probable cause that a crime has occurred even if they did not witness the offence ([Minnesota 518B.01 subdv. 14\(d\)\(2\)\(e\)](#); law of [South Carolina](#), Sec. 16-25-70

(A)) and should provide flexibility to ensure women's autonomy and decision-making in their case. See, for example, the [law on Domestic Violence in Honduras](#) (2006), which requires judges to conduct an investigation in cases where a complainant/ survivor wishes to drop a case to ensure that it is truly a woman's choice and that she is not being pressured by the perpetrator to drop it ([UN Handbook](#), 3.8.3).

- provision for police and other law enforcement agencies, with judicial authorization where required by national law, adequate powers to enter premises and conduct arrests in cases of violence against women, and to take immediate measures to ensure the safety of victims (UNESCO, 2010- III. 15(a)).

Example:

Albania's [Law on Measures against Violence in Family Relations](#) of 2008 contains several provisions specifically related to police, including:

- Establishing "special units at the police departments to prevent and combat domestic violence" (Art. 7);
- Requiring the Ministry of Interior to "train members of the police force to handle domestic violence cases" (Art. 7);
- Requiring that police "record their findings in a written report and start investigations upon their own initiative (*sua sponte*)...The police gives the incident number to the victim" (Art. 8);
- Requiring that police "take all necessary steps to ensure immediate and continuous implementation/ execution of protection measures" (Art. 23).
- a 2010 [update](#) to the law, which allows the petition for protection orders on behalf of the minor to be presented by the police (Art. 13)

- Specific duties of police in responding to violence against women include:
 - respond promptly to all requests for assistance and protection, even when the person who reports such violence is not the complainant/survivor.
 - assign the same priority to calls concerning cases of violence against women as to calls concerning other acts of violence.
 - provide options to complainants/survivors to communicate with female police officers or prosecutors ([UN Handbook](#) 3.2.4).
 - respect the rights of the victim, ensure the victim's safety and that of her dependents, preserve confidentiality and prevent re-victimization.
 - upon receiving a complaint, conduct a coordinated [risk assessment](#) of the crime scene and respond accordingly in a language understood by the survivor, including by:
 - [interviewing](#) the parties and witnesses, including children, in separate rooms to ensure there is an opportunity to speak freely;
 - [recording](#) the complaint in detail;
 - advising the complainant/survivor of her rights and the services available to her as defined in national legislation;
 - filling out and filing an official [report](#) on the complaint;

- providing or arranging transport for the complainant/survivor to the nearest hospital or medical facility for treatment, if it is required or requested;
- providing or arranging transport for the complainant/survivor and the complainant/survivor's children or dependents, if it is required or requested; and
- providing protection to the reporter of the violence ([UN Handbook](#), 2010).
- registering the case, and where required, communicating the occurrence to the relevant judicial authority (e.g. prosecutor's office or magistrate).

Example: The [Maria da Penha Law no 11.340](#) (2006) of Brazil brings the national law on domestic and family violence into compliance with the [Inter-American Convention of Belém do Pará](#) and contains the following provisions to define the role and responsibilities of the Police Authority with respect to addressing violence against women:

- Includes a specific chapter on assistance to be provided by the police authority in cases of domestic violence against women.
- Allows the police authority to arrest the aggressor in the act in case of any of the forms of domestic violence against the woman.
- Ensures the registration of the police report and establishment of a police inquiry (with the testimonies of the victim, the aggressor, the witnesses and collection of other evidence).
- Forwards the police inquiry to the Prosecutor's Office
- Permits the police to request that the judge determine several urgent measures, within 48 hours, to protect the woman in a situation of violence.
- Permits the police to request that the judge determine preventive custody.

- In addition to the above, laws should detail police responsibilities for specific forms of violence
 - Legislation related to domestic violence should:
 - state that police and other law enforcement officials are obligated to pursue all cases of domestic violence, regardless of the level or form of violence.
 - require the police to give domestic violence calls the same priority as other calls involving violence.
 - require the police to perform certain duties as part of the investigative process, including interviewing parties separately, recording the complaint, filing a report, and advising the complainant/survivor of her rights under the law (See for example, the law of [India](#)).
 - specifically preclude the use of warnings to violent offenders as a part of the police or judicial response to domestic violence. Warnings do not promote offender accountability or communicate a message of zero tolerance for violence.
 - require that police officials develop [policies](#) for implementation of domestic violence laws that provide specific directives to front-line law enforcement. For example, complete and accurate [documentation](#) of domestic violence incidents through police reports is an essential component for offender accountability (See the [law of Namibia](#), Part IV 26 and 27).
 - ensure that [specialized police units](#) are created for the investigation and prosecution of domestic violence cases. These units should be women-

only units so that complainant/survivors are more likely to seek assistance (See for example, the law of [Zimbabwe](#), which notes that “where a complainant so desires, the statement of the nature of the domestic violence shall be taken by a police officer of the same sex as that of the complainant” Section 5).

- require police to develop a [safety plan](#) for complainant/survivors.
- provide sanctions for police who fail to implement the provisions (See the law of [Albania](#), Article 8).
- establish specific measures related to:
 - [Lethality or risk assessments](#)
 - [Mediation or assisted alternative dispute resolution](#)
 - [Determining the predominant aggressor](#)
 - [Probable cause standard of arrest](#)

(Excerpted from and see the [Police Duties](#) in responding to [Domestic Violence](#) sub-section of the Legislation module for details on illustrative examples and promising practices)

- Legislation related to sexual assault should:
 - provide that the responding officers shall provide the survivor with transport to the forensic medical facility if needed.
 - require that police coordinate with prosecutors, medical support services, survivor support groups and advocacy agencies ([UN Handbook](#), 3.2.4; [AusAID](#), 2007-Ch. 5).
 - provide that police refer victims to coordinated sexual assault response teams or programs to give survivors a broad range of necessary care and services (legal, medical, and social services) and to increase the likelihood that the assault can be successfully prosecuted (See: [Assault Response Teams](#), The [Advocates for Human Rights](#)).
 - require that police receive training on a regular basis on the latest information about sexual assault survivors and the most respectful methods of handling these trauma survivors ("[Sexual assault: key issues](#)" *Journal of the Royal Society of Medicine*, Vol. 100. 2007).
 - require police departments to regularly review sexual assault cases to ensure compliance with procedures and to sanction officers as necessary.
 - require police to promptly complete detailed reports of sexual assaults and to make them available to survivors, as reports aid survivors in pursuing protection orders, civil remedies, immigration petitions, insurance benefits, and compensation claims ([The Toolkit to End Violence Against Women](#)).
 - mandate specialized police units with specific training on sexual assault response and investigation. All-women sexual assault investigative teams and police stations with dedicated rooms should be available so that the survivor of a sexual assault is comfortable in speaking to police ([Model Strategies](#); [Toolkit to End Violence Against Women](#)).
 - require the development of police [protocols](#) that are centered upon survivor safety and efficient, respectful investigation of sexual assaults.
 - state that police must develop protocols for [survivor interview](#) and medical testing in order that she may report and be examined in a confidential, respectful and timely manner for successful evidence use at trial. (See: [Model Strategies](#), 8(b) p. 41, [UN Handbook](#) 3.8). See for example, [The Rape Victim Assistance and Protection Act \(1998\) of the Philippines](#) Section 4(c).
 - mandate the dedication of resources to police for investigation of sexual assault cases so that cases are not under-funded or ignored as "domestic" cases (See: [Case Study: Human Rights Watch Report: Testing Justice: The Rape Kit Backlog in Los Angeles City and County](#)).
 - mandate that police [response to sexual assault](#) cases, and the number of cases which are prosecuted, be reviewed by an independent task force to take note of compliance with established procedures and of offender accountability statistics ([Model Strategies](#), 8(e)). See also: "[Form for Evaluating Police Response to Rape and Sexual Assault](#)," [Women's Justice Centre](#) ([Protocols and Policies](#), The Advocates for Human Rights).

(Excerpted from and see the [Roles and responsibilities of police](#) in responding to [Sexual Assault](#) sub-section of the Legislation module for details on illustrative examples and promising practices)

- Legislation related to female genital mutilation (FGM) should:
 - require the development of police [protocols](#) that are centered upon survivor safety and respectful investigation of FGM.
 - state that police must develop protocols for youth and survivor interviews, and for immediate medical testing, in order that the survivor may be questioned and examined in a respectful and timely manner, and at an age/ developmentally appropriate level, for successful evidence use at trial.
 - require that police [coordinate](#) with prosecutors, survivor support groups and social services, including child protection agencies.
 - require that police receive [training](#) on a regular basis on the latest information about female genital mutilation and the most respectful methods of handling FGM survivors.
 - provide that law enforcement professionals who do not pursue cases of FGM shall be penalized (*Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice* (Section 8(b)) and [Police Protocols](#) Section of the Legislation Module).

(Excerpted from and see the [Roles and responsibilities of police](#) in responding to [Sex Trafficking](#) sub-section of the Legislation module for details on illustrative examples and promising practices).

- Legislation related to Honour Crimes should:
 - state that the primary duties of police are to protect the victim and promote offender accountability by consistently enforcing laws and procedures so that all “honour” crimes and killings are addressed by the criminal justice system.
 - require police protocols, regulations and guidelines include the following minimum elements:
 - A common definition of “honour” crimes and killings that comports with a national definition. Where there is no national definition, policies may define “honour” crimes and killings as “any form of violence against women and girls, in the name of traditional codes of so-called honour.” (See: Section on [Defining “Honour” Crimes and “Honour” Killings](#))
 - The establishment of a data collection, monitoring and information sharing system on violence against women, including “honour” crimes and killings. The system should include specific categories for “honour” crimes and killings, as well as a mechanism for local police authorities to report “honour”-based violence statistics to a national umbrella authority. Information sharing systems should also provide information on issued [protection and restraining orders](#) so that police can determine whether such an order is in force.
 - Definition of the structural handling of cases involving “honour”, ensuring that responsibility for “honour” crimes and killings lies at the senior rank. Policies should develop specialized expertise within police units, yet ensuring that all police will undergo appropriate trainings on violence against women and girls.
 - Facilitation of cross-communications among police units in different areas, particularly with regard to receiving victims who are transferred.

- [Trainings](#) for police that provide information on women's human rights, violence against women, cultural sensitivities, and "honour" crimes, including its prevalence, defining characteristics, risk factors, and consequences. Trainings should seek to dispel harmful stereotypes about women and girls and emphasize that police are obligated to respond to cases involving "honour" with the same professionalism and effectiveness as with other cases. Trainings should seek to improve police response at identifying, investigating and prosecuting cases involving "honour" (See: [Improving Law Enforcement Investigation Techniques Training](#), StopVAW).
 - Targeted outreach to communities with a high risk of "honour" crimes and killings.
 - Development of a [police response to "honour" crimes](#) that involves a comprehensive, multi-sectoral and coordinated response.
- direct law enforcement authorities to review relevant policies to ensure their effective application to cases involving "honour". Police authorities should review domestic violence policies to ensure they take into account the particular issues associated with "honour" crimes: "honour"-based violence often targets women and girls; it may particularly involve immigrant or ethnic populations; it often involves multiple perpetrators within or outside of the family, and; it involves more subtle, coercive indicators, such as restrictions on freedom of movement, association and communications, that may not be reflected in a domestic violence law that focuses on physical harm. Law enforcement authorities should also review witness and victim protection policies to ensure they are appropriately protecting victims in "honour" cases.
 - prohibit police from requiring victims to submit to a virginity test and from transferring a victim to a detention facility for protection. Police should only transfer a victim to a shelter with her consent, and should advise but never force the victim into a decision (See: [Association of Chief Police Officer of England, Wales & Northern Ireland Honour-Based Violence Strategy](#)).

Example: Bangladesh's [Acid-Offences Prevention Act of 2002](#), relating to honour crimes, specifies that police must "complete the investigation within thirty days from the date the information relating the offence [was] received or the Magistrate orders for investigation" or ask for a special extension (Art. 11).

(Excerpted from and see the [Roles and responsibilities](#) of police in responding to [Honour Crimes](#) sub-section of the Legislation module for details on illustrative examples and promising practices).

- Laws on the responsibilities of armed forces should:
 - require that armed forces engaged in military action adhere to [international humanitarian law](#) (the law of armed conflict), with particular consideration of measures related to protecting [women](#) and obligations outlined in Security Council resolutions on [women, peace and security](#).
 - authorize armed forces to take all possible measures to protect women and children from domestic and sexual violence and ensure the establishment of policies and guidelines to implement such measures.
 - require uniformed personnel to report incidents of violence against women to an appropriate military authority and ensure follow-up with relevant survivor advocacy services.
 - encourage security institutions to consider establishing measures to provide compensation to dependents of uniformed personnel who have been convicted or separated from their service in the armed forces related to abuse of their dependents (US Code Title 10- Armed Forces, Sub-section A, Sections [920](#), [1058](#), [1059](#)).

- Laws on misconduct by security sector personnel should:
 - establish criminal responsibility for any members of the police service, armed forces or other security actors who engage in any form of violence against women in the course of performance of their duties and defines the action that will be taken to investigate and prosecute any such acts, including sanctions related to possession of weapons or other arms. See for example, Argentina's Ministry of Defense [Resolution 208/08](#) (2008).
 - establish [sanctions/ disciplinary processes](#) to combat police or armed forces attitudes that foster, justify or tolerate violence against women.
 - ensure that guidelines governing conduct by police as well as armed forces are in place. In some cases, misconduct or obstruction of justice by uniformed personnel may impede effective investigations of crimes against women. Drafters should work closely with civil society to ensure effective [civilian](#) and [independent oversight](#) of the police and armed forces and to ensure the availability of procedures complaints about police misconduct to an independent investigatory body.
 - require the collection and tracking of data on reported incidents of violence against women by uniformed personnel and provide regular reports on information collected to appropriate authorities (See for example, US Military Code, Sub-section A, [Section 920](#)).

- See examples and information on national laws in the [Secretary General's Database on Violence against Women](#) and the [Legislation module](#).

Key international and regional laws, instruments and agreements establishing state responsibilities for national police and armed forces on women's rights and eliminating violence against women

Law / instrument	Relevant provisions
INTERNATIONAL	
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 1979	<ul style="list-style-type: none"> • Violence against women is a form of discrimination. (Article 1) • States parties are responsible for adopting appropriate legislation and other measures to prohibit all discrimination against women and establish legal protection of the equal rights of women – including (b) sanctions where appropriate, prohibiting all discrimination against women; (c) to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination; (d) To refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation; (e) To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise; and (g) To repeal all national penal provisions which constitute discrimination against women. (Article 2) • States parties are required to take measures to eliminate prejudices and stereotyped roles for men and women. (Article 5) • States parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women. (Article 6) • States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment, including measures to ensure women are not dismissed or sanctioned due to their marital status or during pregnancy, and provisions are made to protect women during pregnancy in jobs that may be harmful to them and encourage the provision of support for parents, including child-care. (Article 11)
Committee on the Elimination of All Forms of Discrimination Against Women, General Recommendations	<ul style="list-style-type: none"> • General Recommendation No.12 (1989) calls on States Parties to include in periodic reports to the Committee updates on laws and: <ul style="list-style-type: none"> – Other measures adopted to eradicate this violence; – The existence of support services for women who are the victims of aggression or abuses; – Statistical data on the incidence of violence of all kinds against women and on women who are the victims of violence. • General Recommendation 19 (1992) notes: <ul style="list-style-type: none"> – Gender-based violence... is discrimination within the meaning of article 1 of the Convention (Paragraph 7) – CEDAW applies to violence perpetrated by public authorities. Such acts of violence may breach that State's obligations under general international human rights law and under other conventions, in addition to breaching this Convention (Para 8) – States may also be responsible for private acts if they fail to act with due diligence to prevent violations of rights or to investigate and punish acts, and provide compensation. (Para 9)

Law / instrument	Relevant provisions
	<ul style="list-style-type: none"> - Measures to suppress all forms of traffic includes equal protection of prostitutes, who are especially vulnerable to violence because their status, which may be unlawful, and tend to be marginalized. They need the equal protection of laws against rape and other forms of violence. It also requires specific protective and punitive measures during wars, armed conflicts and the occupation of territories. (Paras 15-16) - As part of appropriate protective and support services, gender-sensitive training of judicial and law enforcement officers and other public officials is essential for the effective implementation of the Convention. (Para 24b) - Specific preventive and punitive measures are necessary to overcome trafficking and sexual exploitation. (Para 24g) - States parties should ensure that services for victims of violence are accessible to rural women and that where necessary special services are provided to isolated communities. (Para 24o) - Measures that are necessary to overcome family violence should include criminal penalties where necessary and civil remedies in cases of domestic violence. (Para 24ri) - States parties should report on the extent of domestic violence and sexual abuse, and on the preventive, punitive and remedial measures that have been taken. (Para 24s) - Effective legal measures, including penal sanctions, civil remedies and compensatory provisions to protect women against all kinds of violence, including inter alia violence and abuse in the family, sexual assault and sexual harassment in the workplace. (Para 24ti) - States parties should report on all forms of gender-based violence, and such reports should include all available data on the incidence of each form of violence and on the effects of such violence on the women who are victims. (Para 24u) - The reports of States parties should include information on the legal, preventive and protective measures that have been taken to overcome violence against women, and on the effectiveness of such measures. (Para 24v)
Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984)	<ul style="list-style-type: none"> • Includes violence committed by or with the consent of state agents (e.g. security personnel) for the purposes of discrimination. (Article 1)
UN General Assembly Declaration on the Elimination of Violence against Women (1993)	<ul style="list-style-type: none"> • Calls upon States to '[t]ake measures to ensure that law enforcement officers and public officials responsible for implementing policies to prevent, investigate and punish violence against women receive training to sensitize them to the needs of women'. (Article 4-i)

Law / instrument	Relevant provisions
Beijing Platform for Action (1995)	<p>Commits governments to the following strategic objectives:</p> <ul style="list-style-type: none"> • Provide gender-sensitive human rights education and training for the police, military, correction officers ... including those operating in areas of armed conflict or refugee areas - including to sensitize personnel to the nature of gender-based acts and threats of violence so fair treatment of female victims can be assured. (D1.n; E5.o; I2.I; section D.121) • Encourage, support and implement measures and programmes to increase knowledge of the causes, consequences and mechanisms of violence against women amongst law enforcement officers and police personnel and develop strategies to ensure that the re-victimization of women victims of violence does not occur because of gender-insensitive laws or judicial or enforcement practices. (D1.g) • Include information about international and regional instruments and standards in public information and human rights education and in adult education/training programmes, particularly for groups such as military, police and other law enforcement personnel to ensure that human rights are protected. (I3.d) • Adopt laws that punish police, security forces or any other agents of the state who engage in acts of violence against women in the course of performance of their duties, and take action to investigate and punish perpetrators. (D1.o). • Create or strengthen institutional mechanisms so that women and girls can report acts of violence against them in a safe and confidential environment, free from the fear of penalties or retaliation and file charges. (D1.l) • Ensure that women have the same right as men to be judges, advocates or other officers of the court, as well as police officers and prison and detention officers, among other things. (I5.m)
UN General Assembly Resolution 52/86 on Crime Prevention and Criminal Justice Measures to Eliminate Violence against Women (1998)	<p>States are urged:</p> <ul style="list-style-type: none"> • ‘... to empower the police to respond promptly to incidents of violence against women’ • ‘to encourage women to join police forces, including at the operational level’ • ‘to provide for or to encourage mandatory cross-cultural and gender-sensitivity training modules for police ... that deal with the unacceptability of violence against women, its impact and consequences and that promote an adequate response to the issue of violence against women’ (Annex paras. 8 and 12)
UNSC Resolution 1325 (2000)	<ul style="list-style-type: none"> • Stresses the importance of women's equal participation and full involvement in all efforts to maintain/promote peace and security. • Calls on the Secretary-General to ensure that civilian personnel of peacekeeping operations receive training on the protection, rights and the particular needs of women. (Art 6)

Law / instrument	Relevant provisions
	<ul style="list-style-type: none"> • Calls on all actors involved in peace agreements to include measures that ensure the protection of and respect for human rights of women and girls, including related to police. (Art 8c) • Emphasizes State responsibility to put an end to impunity and to prosecute those responsible for war crimes including those relating to sexual violence against women and girls. (Art. 11) • Encourages consideration of the different needs of female and male ex-combatants and their dependants in disarmament, demobilization and reintegration.
Rome Statute of the International Criminal Court	<ul style="list-style-type: none"> • Includes acts of rape and other forms of sexual violence as “Crimes Against Humanity” when committed in a widespread or systematic manner, whether or not in times of armed conflict. (Article 7g)
UNGA, Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children (2000/2004)	<ul style="list-style-type: none"> • Calls for states to assist and protect victims of trafficking in persons, considering their age, gender and special needs.(Art.6-4) • States Parties shall ‘...provide or strengthen training for law enforcement, immigration and other relevant officials in the prevention of trafficking in persons’ and this training shall address ‘human rights and child- and gender-sensitive issues’. (Art. 10-2)
UNSC Resolution 1820 (2008)	<ul style="list-style-type: none"> • Special measures taken to protect women and girls from sexual violence in armed conflict (e.g. enforcing appropriate military disciplinary measures and upholding command responsibility, training troops on the prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces for past actions of rape and other forms of sexual violence, and evacuation of women and children under threat of sexual violence to safety). (Art.3) • Calls on states to end impunity for sexual violence and ensure that all victims have equal protection under the law. (Art. 4) • Requests the development and implementation of appropriate training programs for all UN peacekeeping and humanitarian personnel to help better prevent, recognize and respond to sexual violence and other forms of violence against civilians. (Art. 6) • Requests the Secretary General to strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in UN peacekeeping operations and urges countries contributing peacekeeping troops to take preventative action on sexual exploitation and abuse, including pre-deployment and in-theatre awareness training. (Art. 7) • Urges countries contributing peacekeeping troops to increase personnel responsiveness to protect civilians, including women and children, and prevent sexual violence against women and girls. Including by deploying a higher percentage of women peacekeepers or police. (Art.8)

Law / instrument	Relevant provisions
	<ul style="list-style-type: none"> • Requests that UN-assisted SSR and DDR initiatives consult with women and women-led organizations to develop effective mechanisms for protecting women from violence. • Urges women's participation in discussions related to conflict prevention and resolution, the maintenance of peace and security, and post conflict peacebuilding, and encourages parties to facilitate women's equal and full participation at decision-making levels. (Art. 12) • Development of peacekeeping guidelines and strategies to protect civilians, including women and girls, from all forms of sexual violence. (Art. 9) • Development of effective mechanisms for providing protection from sexual violence to women and girls in and around UN managed refugee and internally displaced persons camps, and in all disarmament, demobilization, and reintegration processes, and security sector reform efforts assisted by the UN. (Art.10)
UNSC Resolution 1888 (2009)	<ul style="list-style-type: none"> • Demands that 'all parties to armed conflict immediately take appropriate measures to protect civilians, including women and children, from all forms of sexual violence, including... vetting candidates for national armies and security forces to ensure the exclusion of those associated with ... sexual violence'. (Art. 3). • Urges States to undertake comprehensive legal and judicial reforms to ensure that survivors of sexual violence have access to justice, are treated with dignity throughout the justice process, are protected and receive redress for their suffering (Art. 6). • All parties to conflict to ensure that all reports of sexual violence committed by civilians or by military personnel are thoroughly investigated and alleged perpetrators brought to justice, and that civilian superiors and military commanders use their authority and powers to prevent sexual violence and address impunity (Art. 7) • Encourages States to increase capacities of law enforcement personnel with regard to sexual violence in armed conflict (Art.9) • Urges including sexual violence issues from the outset of peace processes, including in sector reform and during the vetting of armed and security forces. (Art. 17) • Deployment of greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training to carry out their responsibilities. (Art. 19) • Provision of technical support to troop and police contributing countries, in order to include guidance for military and police personnel on addressing sexual violence in pre-deployment and induction training. (Art. 20) • Ongoing requests to strengthen efforts to implement the UN policy of zero tolerance of sexual exploitation and abuse and urging of troop-contributing countries to take actions such as pre-deployment and in-theatre awareness training. (Art. 21)

Law / instrument	Relevant provisions
UNSC 1889 on Women, Peace and Security (2009)	<ul style="list-style-type: none"> • Highlights state responsibility to put an end to impunity and to prosecute those responsible for all forms of violence committed against women and girls in armed conflicts, including rape and other sexual violence. (Art. 3) • Design of concrete strategies to support women and girl's security needs, including through gender-responsive law enforcement. (Art. 10) • Consideration of the needs of women and girls associated with armed forces and armed groups and their children in the planning for disarmament, demobilization and reintegration, ensuring their access to such programmed. (Art.13)
UNSC Resolution 1960 (2010)	<ul style="list-style-type: none"> • Parties to armed conflict to make and implement specific and time-bound commitments to combat sexual violence, including, issuance of clear orders through chains of command prohibiting sexual violence and the prohibition of sexual violence in Codes of Conduct, military field manuals; and parties to make and implement specific commitments on timely investigation of alleged abuses in order to hold perpetrators accountable. (Art. 5) • Encourages Member States to deploy greater numbers of female police personnel to United Nations peacekeeping operations, and to provide all police and military personnel with adequate training on sexual and gender-based violence. (Art. 15) • Continued requests related to provision and deployment of guidance on addressing sexual violence for pre-deployment and inductive training of military and police personnel, and in developing situation-specific procedures to address sexual violence at the field level and to ensure provision of technical support to troop and police contributing countries so guidance is included for military and police personnel on addressing sexual violence in pre-deployment and induction training. (Art. 16)
REGIONAL	
Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Belém do Pará) (1994)	<ul style="list-style-type: none"> • The States Parties condemn all forms of violence against women and agree to pursue policies to prevent, punish and eradicate such violence and undertake to: <ul style="list-style-type: none"> ○ Refrain from engaging in any act or practice of violence against women and to ensure that authorities, officials, personnel, agents and institutions act according to this obligation. ○ Apply due diligence to prevent, investigate and impose penalties for violence against women. (Chapter 7. Article 7)
Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)	<ul style="list-style-type: none"> • Adoption and implementation of appropriate measures to ensure the protection of every woman's right to respect for her dignity and protection of women from all forms of violence, particularly sexual and verbal violence. (Art. 3) • States Parties to enact and enforce laws to prohibit all forms of violence against women including unwanted or forced sex whether in private or public; punish perpetrators of violence against women and implement programmes for the rehabilitation

Law / instrument	Relevant provisions
	<p>of survivors; and establish mechanisms and accessible services for effective information, rehabilitation and reparation for victims. (Art. 4.2a,e,f)</p> <ul style="list-style-type: none"> • Appropriate measures are taken to ensure that law enforcement organs at all levels are equipped to effectively interpret and enforce gender equality rights and that women are represented equally in law enforcement organs. (Art. 8) • Appropriate measures are taken to ensure that no child, especially girls under 18 years of age, take a direct part in hostilities and that no child is recruited as a soldier. (Art. 11) • Measures taken to ensure the right of pregnant or nursing women or women in detention by providing them with an environment which is suitable to their condition and the right to be treated with dignity. (Art 24)
Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 to 2015: a Regional Chapter (2004)	<ul style="list-style-type: none"> • Recognition and enhancement of women's inclusion in early warning systems, conflict prevention peace processes and negotiations and post conflict reconstruction. • Use of regional and international organizations to conduct gender sensitivity training for peacekeepers. (Section IV. Peace & Security) • Seminars for lawmakers, the Police and the Judiciary attitudes towards sexual and family violence. (Platform Action 2.3)
African Commission on Human and Peoples' Rights, Resolution on the Right to a Remedy and Reparation for Women and Girls Victims of Sexual Violence. (2007)	<ul style="list-style-type: none"> • Urges States Parties to ensure that police and military forces ... receive adequate training on the principles of international humanitarian law, women's rights and the children's rights. (Art.2)
Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 (2008)	<ul style="list-style-type: none"> • Commits the EU, in supporting SSR, to '...ensure that the reform processes account for the specific security needs of both women and men, boys and girls, and promote women's inclusion in the staff of the institutions concerned (such as the police).' This includes specific attention to the investments needed to receive victims of sexual and gender-based violence and investigate these crimes. (Art. 35)
Council of Europe Convention on preventing and combating violence against women and domestic violence (2011)	<ul style="list-style-type: none"> • Ensure that State authorities, officials, agents, institutions and other actors acting on behalf of the State act in conformity with this obligation. (Art. 5) • States shall take the necessary measures to exercise due diligence to prevent, investigate, punish and provide reparation for acts of violence covered by the scope of this Convention that are perpetrated by non-State actors. (Art. 5)

Law / instrument	Relevant provisions
	<ul style="list-style-type: none"> • Provide or strengthen training for the relevant professionals dealing with victims or perpetrators of all acts of violence covered by this Convention, on prevention and detection of such violence, equality between women and men, the needs and rights of victims, as well as on how to prevent secondary victimization. Training should include coordinated multi-agency co-operation to allow for a comprehensive and appropriate handling of referrals in cases of violence covered by this Convention. (Art.15. 1-2) • Legislative or other measures should be taken to protect all victims from any further acts of violence. This should ensure that there are appropriate mechanisms to provide for effective cooperation between relevant state agencies, including the judiciary, public prosecutors, law enforcement agencies,...in protecting and supporting victims and witnesses of all forms of violence, including by referring to general and specialist support services. (Art. 18) • Ensure that the responsible law enforcement agencies respond to all forms of violence promptly and appropriately by offering adequate and immediate protection to victims. Measures should also be taken to ensure law enforcement agencies engage promptly and appropriately in the prevention and protection against all forms of violence, including through preventive operational measures and the collection of evidence. (Art. 50) • Ensure that an assessment of the lethality risk, the seriousness of the situation and the risk of repeated violence is carried out by all relevant authorities to manage risk and if necessary to provide coordinated safety and support. Ensure the assessment considers, at all stages of the investigation and application of protective measures, possession of or access to firearms by perpetrators of violence. (Art. 51) • Ensure that competent authorities are granted the power to order, in situations of immediate danger, a perpetrator of domestic violence to vacate the victim or person at risk's residence for a sufficient period of time and to prohibit the perpetrator from entering the residence of or contacting the victim/person at risk. Measures taken pursuant to this article shall give priority to the safety of victims or persons at risk. (Art. 52) • Ensure that appropriate restraining or protection orders are available to victims, which are: <ul style="list-style-type: none"> ○ available for immediate protection and without undue financial or administrative burdens for the victim; ○ issued for a specified period or until modified or discharged; ○ where necessary, issued on an ex-parte basis which has immediate effect; ○ available irrespective of, or in addition to, other legal proceedings; ○ allowed to be introduced in subsequent legal proceedings. • Ensure that breaches of restraining or protection orders shall be subject to effective, proportionate and dissuasive criminal or other legal sanctions. (Art. 53)

Law / instrument	Relevant provisions
	<ul style="list-style-type: none"> • Taking measures to protect the rights and interests of victims, including their needs as witnesses, at all stages of investigations and judicial proceedings, in particular by: <ul style="list-style-type: none"> ○ providing for their and families and witnesses protection from intimidation, retaliation and repeat victimization; ○ ensuring victims are informed, at least in cases where the victims and the family might be in danger, when the perpetrator escapes or is released temporarily or definitively; ○ informing them of their rights and the services at their disposal and the follow-up given to their complaint, the charges, the general progress of the investigation or proceedings, and their role therein, as well as the outcome of their case; ○ enabling victims to be heard, to supply evidence and have their views, needs and concerns presented, directly or through an intermediary, and considered; ○ ensuring that measures may be adopted to protect the privacy and the image of the victim; ○ ensuring that contact between victims and perpetrators within court and law enforcement agency premises is avoided where possible. (Art. 56)

Adapted from sources above and: Bastick, Hug and Takeshita for DCAF. 2011. [International and Regional Laws and Instruments related to Security Sector Reform and Gender](#); Organisation for Economic Cooperation and Development. 2009. [Security System Reform: What Have We Learned? Results and trends from the publication and dissemination of the OECD/DAC Handbook on Security System Reform](#).

Key Tools

- **Updated Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice** (United Nations General Assembly, 2009). This document requires UN member states to implement strategies and measures based on ten pillars: criminal law; criminal procedure; police; sentencing and correction; victim support and assistance; health and social services; training; research and evaluation; crime prevention measures and international cooperation. It sets out clear lists of provisions that should be included in national criminal laws and procedures to ensure their effectiveness in eliminating all forms of violence against women. It resulted in a [2010 ECOSOC Resolution “Strengthening crime prevention and criminal justice responses to violence against women”](#). Available in [Arabic](#), [Chinese](#), [English](#), [French](#), [Russian](#), and [Spanish](#).
- **Respect, Protect and Fulfill: Legislating for Women’s Rights in the Context of HIV/AIDS – Volume One: Sexual and Domestic Violence** (Canadian HIV/AIDS Legal Network, 2009). This guide is a resource for advocates and policy-makers working on developing or reforming HIV-related legislation. The guide, developed for programming in sub-Saharan Africa, comprises two volumes which provide information on international human rights law with illustrative examples from various jurisdictions as the foundation for a legal framework to respect, protect and promote women’s rights in the context of HIV and AIDS. Volume 1 includes 2 modules, addressing [rape and sexual assault](#), and [domestic violence](#), respectively and can be used by any country in Africa or other regions. Available in [English](#); 109 pages.

Develop national policies, strategies and action plans that set out roles and responsibilities of different security actors

Alongside efforts to advance a strong national legal framework outlining the sector's commitments in violence prevention and response, implementation of national legislation and changes in operational practices can be supported through the development of national, including sectoral or institutional policies, strategies or action plans with specific objectives on addressing gender-based violence. These policies and plans should explain how laws will be implemented and describe the role of police and uniformed personnel, among other key actors and institutions. Relevant policy frameworks and illustrative examples of each include:

Name	Description	Examples
National action plans on violence against women and girls	<p>These set out overall government policy commitments for preventing and responding to gender-based violence, offer an opportunity to establish institutional, technical and financial mechanisms to ensure implementation of commitments.</p> <p>Dedicated strategies or national action plans are usually led or coordinated by the women's machinery and produced by an inter-ministerial committee representing defense, health, interior and justice institutions, in consultation with parliament and civil society.</p>	<p>Sri Lanka: The 2005 <i>Plan of Action Supporting the Prevention of Domestic Violence Act</i> commits to enhance police response capacity by:</p> <ul style="list-style-type: none"> • reviewing and improving domestic violence risk assessment processes; • strengthening institutional training for police on the issue; • streamlining primary investigations for more survivor-friendly processes (as part of a collaborative case-management approach with one-stop crisis center); • developing investigation and evidence gathering protocols to increase the potential for Protection Orders that do not require the abused person to attend court; and • improving facilities and resources, response and case management (particularly Women's and Children's Desks). <p>Belize: The <i>National Gender-based Violence Plan of Action</i> (2010-2013) includes commitments to:</p> <ul style="list-style-type: none"> • review and revise existing police protocols for responding to both domestic violence and sexual offences, including statistics on both offences, and • develop and implement a mandatory arrest policy to require arrest in any incident of domestic violence where there is reasonable evidence to do so.

Name	Description	Examples
		<p>The United Kingdom's “Call to end violence against women and girls: Action Plan” (2011) sets out clear time-bound targets, indicating the ministries and bodies responsible for implementation. The Plan follows the 2009 strategy “Together we can end Violence Against Women and Girls”, which included various commitments to improve police response capacity. The Plan commits to:</p> <ul style="list-style-type: none"> • Raise awareness within the Armed Forces to ensure staff/their families understand the nature of abuse and how to seek help • Evaluate the police specialist unit approach to investigating rape. See Association of Chief Police Officers (ACPO) Support Programme, 2011. • Coordinate a National Stalking Strategy Group supporting the ACPO Stalking Working Group, with police, prosecution, Home Office, Justice Ministry and experts to build awareness of stalking, risk assessment, and improve police response/ prosecution. • Learn how police forces in other countries respond to violence and work with partners to consider how effective approaches might be applied in England and Wales. • Develop police learning programmes on various forms of violence. • Conduct pilot Domestic Violence Protection Notices and Protection Orders, which require perpetrators to vacate the victim's residence up to 28 days. • Implement statutory domestic violence homicide reviews (section 9, 2004 Domestic Violence, Crime and Victims Act). • Review the Protection from Harassment Act 1997, looking at police attitudes and training on stalking, and the effectiveness of restraining orders in preventing harassment and stalking. • Address cyberstalking by ensuring links are made between different agencies working on stalking, e-crime and communications data, particularly the police. <p>➤ See additional examples available through the UN Secretary-General's Database on Violence Against Women</p>

Name	Description	Examples
National action plans on Security Council Resolution 1325	Set out how the national government will meet its commitments under UNSC Resolution 1325 . These plans often outline specific actions to be taken by security sector institutions to address violence against women. They have been developed in over 25 countries (as of early 2011)	<p>Liberia's Plan prioritizes training and capacity building for security institutions as a strategy to protect the rights of women and girls and to improve their security. The Plan establishes indicators for tracking progress, including:</p> <ul style="list-style-type: none"> • Number and quality of community and gender sensitive training sessions • Number of women participating in training sessions • Analysis of evaluation forms from training participants • Greater understanding among National Police personnel of their protective role in communities, evidenced by faster response to incidents involving violations of women and girls' rights.
		<p>The Netherlands includes commitments to the following:</p> <ul style="list-style-type: none"> • Admission to and training of more women in all state security institutions • Facilitation of contacts in sector reform between security institutions and civil society, as a means of giving women a voice in all activities • Sharing of experiences, expertise and knowledge between women's and peace organizations and SSR practitioners
		<p>Norway's Plan contains the following security commitments:</p> <p><u>Representation, participation and recruitment</u></p> <ul style="list-style-type: none"> • Increase proportion of women in the armed forces and the police, with leaders responsible for recruitment to be held accountable. • At least 25% of military officer school students will be women.

Name	Description	Examples
		<ul style="list-style-type: none"> • Inviting women to enlist for national service on a voluntary basis (from 2006). • Continued efforts by the Norwegian Police University College to recruit more women students for basic training. • Responsibility of the Ministry of Justice and Police to recruit women to the Crisis Response Pool, including personnel from the entire judicial system. <p><u>Training and education</u></p> <ul style="list-style-type: none"> • The Ministries of Defense, Justice and Police will task the Norwegian Police University College, military schools and training institutions to integrate women, peace and security issues into basic and specialized training programmes. • Before international deployment, Norwegian personnel will be trained to deal with mission-specific situations (including an introduction to the UN Codes of Conduct and the NATO Policy on Combating Trafficking in Human Beings). The ministries will be responsible for ensuring personnel are trained. • All personnel will receive instruction in international law, particularly humanitarian and human rights law, including on gender-based violence. • The quality and content of existing training materials will be reviewed to ensure alignment with Resolution 1325. • Gender perspectives must be integrated into all exercises for international missions. • The Ministry of Defense and armed forces must integrate gender perspectives into planning of all international activities, including for international operations.

Name	Description	Examples
		<p><u>Conflict prevention, mediation and peacebuilding</u></p> <ul style="list-style-type: none"> Norwegian personnel in peacekeeping contingents, field trips and other delegations involved before, during or after conflicts will comprise both women and men. A larger proportion of women is necessary in order to cooperate with and consult larger numbers of local women. <p><u>Protection and Human Rights</u></p> <ul style="list-style-type: none"> The ministries of Foreign Affairs, Defense, Justice and the Police will strengthen their competence related to gender perspectives on human rights and armed conflict. The Government will continue to enforce guidelines and codes of conduct to prevent sexual exploitation and abuse by Norwegian personnel engaged in operations abroad. <p>Norway will provide more training on the NATO Policy on Combating Trafficking in Human Beings and the UN's zero tolerance policy for sexual exploitation and abuse before personnel are deployed internationally. Any breaches will be reported and those responsible liable to prosecution and punishment under national legislation.</p> <p>➤ Read the full texts of these and other National Action Plans on Security Council Resolution 1325.</p>
National action plans on specific forms of violence	Specific action plans have been developed around domestic violence, trafficking, sexual violence, among other forms, which may complement or be developed in the absence of a general action plan on the issue.	<p>➤ See examples of national actions plans on the Secretary-General's Database on Violence against Women.</p>

Name	Description	Examples
National security policies/strategies	<p>National security policies outline the internal and external security threats to the state and its population identified by a government, present its overall approach to addressing the threats and an action plan for achieving security will be achieved (Albrecht and Barnes, 2008).</p> <p>They are often developed within the framework of international and regional agreements and drafted by a national security body with members from several ministries, which should include a representative from the gender ministry/unit and involve consultation with parliament and civil society. Some security policies have explicitly recognized women's security issues and referred to different types of violence against them as security threats, but greater integration of the issue into these policies is needed.</p>	<p><u>Belgium's Plan National de Sécurité 2008-2011</u> recognizes both domestic violence and trafficking amongst the 12 national security priority areas.</p> <ul style="list-style-type: none"> • “The prevention of domestic violence and violence against elderly people will be pursued. The police services will contribute to this through rapid detection, correct recording of these crimes, receiving victims appropriately and referring them to competent relief services...Our approach will take into account the EU plan of action and the implementation of the national plan against domestic violence together with communities and the regions.” • “The Belgian police has subscribed to the <u>EU action plan of 1st December 2005 against the trafficking of human beings</u>” which places emphasis on economic and sexual exploitation <p><u>Jamaica's National Security Policy</u> (2007) recognizes both domestic violence and human trafficking as threats to national security, which disproportionately affect women:</p> <ul style="list-style-type: none"> • “Domestic violence is one of the more pervasive and common forms of violence plaguing the society. It contributes to the overall pattern of crime and violence due to its debilitating effects on the social fabric and its role in socialising youth to violence as a means of dispute resolution. Women and children are disproportionately at risk from domestic violence.” (p12) • “The smuggling and trafficking of persons between countries is of increasing concern in the Caribbean. This is another lucrative source of income for organised criminal networks and constitutes a significant threat against children and young women.” (P14)

Name	Description	Examples
National ‘White Papers’ on defense or civil security issues	<p>Papers are often drafted by the defense or interior ministry with varying levels of inter-ministerial and external consultations, and may provide an opportunity to establish and advance sectoral commitments to addressing discrimination and violence against women.</p>	<p>The 1996 White Paper on National Defense for the Republic of South Africa, by the Ministry of Defense involving broad consultation with other ministries, political parties, non-government organizations, defense actors and the public, commits to:</p> <ul style="list-style-type: none"> • Ensure that the National Defense Forces, Department of Defense and leadership “will be broadly representative of the racial and gender composition of South African society” (ch 6, para 5) to be achieved through: <ul style="list-style-type: none"> ○ “selective recruitment, accelerated training, civilianization of present incumbents and lateral entry” (ch 3, para 28) and ○ the implementation of an affirmative action and equal opportunity programme (ch 6, para 38) and ○ “special education and training courses, career development plans, and the reorientation of recruitment and promotion systems” (ch 6, para 39) • “Seek to identify and eliminate discriminatory practices and attitudes in the Defense Force” (ch 6, para 40) • “Establish a training and civic education programme for military personnel that will cover respect for multi-cultural diversity and gender equality” (ch 3, para 37)

Name	Description	Examples
National cross-sectoral strategies	<p>Strategies may cover issues such as violence reduction, community safety, gender, among other cross-cutting areas, and may help to strengthen the security sector's engagement with coordinated responses while establishing specific roles and targets for security personnel and improve the overall effectiveness of integrated multisectoral mechanisms to eliminate violence against women and girls.</p>	<p>The National Programme for Reducing Violence in Finland (2007-2008) aims to mainstream violence prevention into all local security planning and includes a separate section on reducing violence against women– both physical and sexual violence.</p> <ul style="list-style-type: none"> • “Reducing violence against women in Finland is important in order to increase the well-being of citizens and to reduce suffering. Finland has a duty, also based on international agreements, to reduce violence against women and to report actions taken for reducing violence against women. Reducing violence against women increases equality. Serious violence against women as well as men is, for the most part, carried out by men.” (p26) • The National Programme include specific recommendations for police actions to reduce violence against women: <ul style="list-style-type: none"> ○ To improve their training to act in instances of violence ○ To develop readiness to answer home calls ○ To improve skills in helping victims of domestic violence to receive support and help from other agencies ○ To develop a safety plan to help individuals experiencing threats of violence • There are also a variety of other interventions proposed relevant for security personnel: <ul style="list-style-type: none"> ○ Developing and maintaining special services for victims (i.e. to liaise with hotline services and shelters, including for immigrant victims) ○ Violence reduction programmes for perpetrators (i.e. informing them about violence reduction programmes) ○ To improve the detection of sexual crimes

Name	Description	Examples
Institutional strategy or policy on violence against women or human rights	<p>Institutional strategies, policies and procedures may be produced by individual ministries (e.g. Ministry of the Interior, Ministry of Defense) or bodies (e.g. Police Service, Armed Forces) to guide the practices of security management and personnel and advance the implementation of national policy commitments. These should:</p> <ul style="list-style-type: none"> • Cover details of measures to be taken at a strategic and operational level to improve the role of the institution in the prevention and response to violence against women and girls. as well as a timeframe and details for monitoring progress • Define the responsibilities of different internal divisions and units for the implementation of specific initiatives and actions (e.g. investigation of cases; monitoring complaints/ misconduct by security personnel; etc) • Clearly establish the standards of behaviour expected of individual officers in terms of respect for women's human rights and accountability mechanisms to ensure the institution will achieve these standards • Prohibit all forms of sexual exploitation and abuse by security sector personnel and identify how the institution will deal with allegations of abuse • Be developed using a consultative and inclusive process in order to increase 	<p>Australia: <i>Living Free from Violence- Upholding the Right: Victoria Police Strategy to Reduce Violence against Women and Children 2009-2014</i></p> <p>Building on the achievements and lessons of the original <i>Violence against Women Strategy: The Way Forward 2002</i> (Victoria, Australia), the second police strategy was developed through a reflective and consultative process, drawing upon the broader government policy framework and plans on preventing and responding to violence against women. The five-year institutional strategy sets out four core objectives:</p> <ul style="list-style-type: none"> • Respond to and investigate family violence, sexual assault and child abuse more effectively; • Take a leadership role in driving integrated service delivery; • Reduce risk to children and young people of ongoing exposure to violence through prevention and early intervention; and • Increase members' understanding about issues to VAWC in order to provide appropriate policing responses. <p>The objectives are accompanied by a list of 7-9 action items, and specific performance targets to measure progress in each area. The strategy features case studies on family violence and child abuse interventions which have informed the current framework. It includes a plan for monitoring and evaluating the objectives, confirming the availability of data and identifying the respective bodies responsible for gathering, reporting and overseeing the monitoring process. The Strategy is a model of a comprehensive and integrated approach to institutional planning on the issue.</p> <p>See also the <i>Australasian Policing Strategy on the Prevention and Reduction of Family Violence</i> (Commonwealth of Australia, 2008).</p>

Name	Description	Examples
		<p>South Africa: The Strategic Plan for the South African Police Service 2005-2010 has a specific strategy on Crimes against Women and Children, which aims to reduce the incidence of crimes against women and children, as well as to ensure the proper investigation of sexual offences such as rape and assault. The framework includes:</p> <ul style="list-style-type: none"> • An anti-rape strategy, with actions to reduce rape and improve case investigation and survivor services through a consistent approach implemented in all provinces. • Implementation of the Domestic Violence Act, 1998, involving the review of existing training packages on policing of domestic violence, and development of a comprehensive, accredited domestic violence prevention training programme (in 2003). • The 'Victim Empowerment Programme', which trained over 33,693 police nationwide in survivor empowerment, with a focus on police skills to support survivors in a sensitive manner, including documenting intimate accounts of violence and referring individuals to professional services (e.g. trauma counselling, legal advice and medical assistance). • Operationalization of a community-based survivor empowerment programme by Survivor Support South Africa at 307 police stations, involving 3,300 volunteers. The programme established survivor-friendly facilities (e.g. private statement taking rooms at high-crime stations, mainly supporting survivors of rape, sexual assault, child abuse and domestic violence). <p>Bangladesh: As part of broader government efforts to advance women, the police developed the 2008-2010 Strategic Plan among other policies addressing gender equality in the institution. The strategy plans for the creation of protocols on improving police sensitivity and capacity to support survivors of violence; and is part of the UNDP/DFID supported Bangladesh Police Reform Programme, which includes a gender-sensitive policing component.</p>

General considerations for developing or improving national policies, strategies and action plans

Policy-development Process

- National policies, plans and strategies should be developed based on recommended practices identified by global experts, and can draw on the experience and frameworks developed in other countries (see examples by searching the [UN Secretary-General's Database on Violence Against Women](#) for policies, strategies and programmes).
- Policy development should be informed by a comprehensive [situational analysis](#) drawing upon existing country-level data, including information on the [extent](#) and [forms](#) of violence, an assessment of the current security sector role in addressing the issue, [challenges and opportunities](#) to strengthen institutional and individual security practices as part of a holistic multisectoral effort for prevention and response.
- Drafting committees should include representatives with specific technical knowledge on gender-based violence and gender equality issues broadly (who may be designated ministerial focal points or experts identified to provide support throughout the policy-development process).
- Service providers, non-government organizations and others with expertise on the issue (including survivors) should be involved and engaged in providing inputs as part of broader consultations throughout the drafting process.

Contents

- The different forms of violence against women should be acknowledged as a critical issue and threat to national security, with references to the legal definitions of these different forms.
- There should be recognition of the equal right of men and women to participate in security institutions.
- The importance of considering the security needs of specific population groups, such as girls, women and girls with disabilities, minority groups or marginalized communities should be acknowledged.
- Gender-sensitive language should be used throughout the policies (e.g. 'police officer' not 'policeman').
- Policies and strategies should:
 - outline the issues being addressed referencing the underlying legal framework and commitments;
 - present a vision with an implementation plan that contains clear objectives, specific approaches, actions and time-bound targets measuring performance of different actors/ institutions in prevention and response; and identifies allocation of appropriate human and financial resources to achieve these; and
 - include a list of [indicators](#) to track progress with implementation in the plan.

Illustrative Example:

Tanzania's [*National Plan of Action for the Prevention and Eradication of Violence against Women and Children*](#) (2001-2015) contains a detailed log frame for each subject area addressed by the plan. As part of the *Service to the Victims/Survivors of Violence* section, the plan sets forth specific targets and indicators for working with the police:

Output	Strategies	Activities	Indicators	Means of Verification	Actors	Time Frame	Budget (US \$)
Objective 2: To provide efficient and effective Police response, Gender sensitive prosecution health and social welfare services and establish specialized unit redress cases of violence against women and children							
2,000 police officers and 100 social workers from 25 regions of Tanzania to be trained and sensitized on violence against women and children (20 from mainland and 5 from Zanzibar).	Capacity building on gender and sensitization on violence against women and children.	<ul style="list-style-type: none"> • To conduct gender training and seminars, workshops and session to police officers, health officers and social welfare workers. • To establish and strengthen gender specialized unit in police force 	<ul style="list-style-type: none"> • Number of trainees trained. • Number of specialized police units to deal with violence against women and children 	Records from organizations involved in training	<ul style="list-style-type: none"> • MOHA • MOH • MLYDS • MCDGC • Relevant NGOs • Development Partners 	2006-2009	200,000

- Policy frameworks should outline specific commitments on the role, objectives and activities of security sector institutions and personnel, which require them to:
 - Review existing police practices and related legislation in order to strengthen the response to incidents of violence, and harmonize across jurisdictions, as relevant.
 - Establish [coordination mechanisms](#) between different government institutions in order to ensure a comprehensive response to different forms of violence.
 - Facilitate mechanisms to ensure the participation of civil society, including women's organizations, in the development, implementation and [oversight](#) of security policies and institutions.
 - Promote a culture within the police and armed forces that does not tolerate gender-based discrimination or violence, including against civilians and female personnel.
 - Adopt and implement an [internal disciplinary policy](#) on sexual exploitation and abuse, with clear sanctions for offenders.
 - Establish [codes of conduct](#), including specific measures to address discrimination, sexual harassment and other forms of violence against women and girls.
 - Develop and adopt [operational protocols and procedures](#) on how to respond to violence against women and girls, which may mandate police personnel to:
 - respond promptly to every request for assistance and protection;
 - assign the same level of priority to calls related to gender-based violence as given to cases involving other types of violence, and giving equal priority to cases of domestic violence compared to cases related to any other form of violence against women;
 - conduct a coordinated [risk assessment](#) of a crime scene (upon receiving a complaint), and respond accordingly in a language understood by the complainant/survivor;
 - cooperate and coordinate with other services and sectors as part of an integrated system, especially victim support services, using agreed protocols and procedures for communication, information-sharing and referral;
 - apply a pro-arrest and pro-prosecution policy in cases where there is probable cause to believe that a crime has occurred and
 - require police or authorities to inform victims' of the perpetrator's impending release or conditions related to it (UN Women. 2011. "[Handbook for National Action Plans on Violence against Women](#)" Section 3.5.4.1; [Model Strategies, 8c](#), 2008).
 - Develop specific [policing and military strategies and tactics](#) to reduce the risk of violence and increase protection for women and girls.
 - Develop and implement [specialized training](#) for police and military officers and staff on the prevention of and response to violence against women and girls, including engagement with both victims and suspects (for example, related to [detection and investigation techniques](#) to ensure victim safety and confidentiality; mechanisms of referral for medical and other support; how the military should protect vulnerable populations such as refugees and displaced persons)

- Create [specific positions](#) within the police service at management and operational level with responsibility for preventing and responding to violence against women. This can include training individual officers such as specialist investigators, survivor support staff and advocates to accompany them throughout the reporting process.
- Appoint specialist advisers on the issue to support the police in their work.
- Establish a single point of contact in each police station for violence cases.
- Create or strengthen well-funded [specialized units](#), centres and services for women and girls to report crimes, seek advice and shelter (e.g. specialist domestic violence courts, [one-stop centres](#), [women's police stations](#), sexual assault referral centres, safe houses), with specialized training for responsible personnel.
- Participate in [strategies](#) to address particular forms of violence.
- [Mobilize and partner with communities, non-governmental organizations and civil society](#) to take coordinated action toward preventing violence against women and girls and supporting survivors and their families.
- Establish specific [human resource policies and measures](#) to ensure the recruitment, retention and advancement of women in the police and armed forces (Albrecht and Barnes, 2008; Takeshita 2008; UN Women. [2011](#)).

The table below provides a checklist of questions to inform the development and design of a specific security policy or to assess a draft policy document or revise existing policy.

Assessment for integrating violence against women and girls into security policy	
Steps	Questions:
Step 1: Define issues and goals	<ul style="list-style-type: none"> • What is the security policy trying to achieve, and who will it benefit? • Does the policy meet the security needs of women and girls? Are different forms of violence against women being addressed? Is prevention included? • Is the emphasis on national or human security? To what extent are the security concerns of women and girls addressed? • Is the policy in line with international, regional and national legal frameworks on violence against women and girls? • What do women, including women's civil society organizations or the Ministry of Women, say about the issues and outcomes where they relate violence?
Step 2: Collect data	<ul style="list-style-type: none"> • How are stakeholders and different groups of women and girls including female survivors of violence going to be consulted for drafting and/or implementing policy? • Do representative organizations truly reflect the voice of the women and girls expected to benefit from the policy? If not, what is the strategy for reaching them? • What groups of women and girls will be affected by the policy? • How can data and statistical information on violence against women and girls be collected by sex, ethnicity, disability, age, religion and sexual orientation? • What are the risks of early consultation – how are expectations and conflicting interests going to be managed?

Step 3: Develop options	<ul style="list-style-type: none"> • How does the recommendation or each option impact positively or negatively on women and girls? • Do the recommendations or any of the options reinforce or challenge traditional or stereotyped perceptions of women and girls, particularly female survivors of violence? • Which option gives women and girls real choice and an opportunity to achieve their full potential in society without the threat of violence? • Is there a need to consider mitigation where there will be a negative impact on one particular group of women and girls and what action can be taken to reduce the impact?
Step 4: Communicate	<ul style="list-style-type: none"> • What message needs to be communicated and to whom? • How will the message reach different groups of women and girls and boys and men? • How does the policy reflect the government's commitment to respond to and prevent violence against women and girls?
Step 5: Implement	<ul style="list-style-type: none"> • How will the policy or service be experienced or accessed by different groups of women and girls, and will the difference be affected by ethnicity, disability, age, religion or sexual orientation? • What arrangements are in place to reach those women and girls who may be excluded? • Can the service be delivered jointly – i.e. involving other government departments, local, national and international organizations to support the targeted women and girls? • Do those implementing/delivering the policy or service represent the diversity of the community being served? Are women equally involved in implementation? • Have specific and sufficient resources (financial and human) been allocated to enable the achievement of relevant objectives? • Are the implementers familiar with violence against women issues?
Step 6: Monitor	<ul style="list-style-type: none"> • Is a baseline on violence against girls and women available? • Do female beneficiaries participate equally in the monitoring process? • Do monitoring requirements include a specific measure on violence against women and do they reveal the extent to which the policy is successfully addressing the needs of female survivors of violence? • How can external organizations representing different groups of women and girls in the community help monitor policy outcomes? • Are measures in place to initiate an investigation or amend the policy if it is not delivering on its defined objectives?
Step 7: Evaluate	<ul style="list-style-type: none"> • Is the policy promoting and delivering equality of opportunity for women and girls as well as men and boys? • Have the objectives been met for women and girls, particularly female survivors? • Did one group receive greater benefit than others – if so how will the imbalance be addressed? Were inputs allocated equitably? • What was the overall impact on the status and quality of life for women and girls? • Did the process involve women and girls, including female survivors

	<p>of violence? Did it seek out and value their views equally?</p> <ul style="list-style-type: none"> • Is there a need for additional data collection and do targets and indicators need adjusting in the light of experience? • What lessons are there for improving future policies and services, who needs to be informed and how is the information to be presented?
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Adapted from: Valasek, K. 2008. 'Chapter 10: Gender and Democratic Governance,' in Cole, E., Eppert, K. and Kinzelbach, K. (eds.). ['Public Oversight of the Security Sector: A Handbook for CSOs'](#), Bratislava: UNDP/DCAF.

Key Tools

- ***'National Security Policy-Making and Gender – Tool 8', Gender & Security Sector Reform Toolkit*** (Albrecht, P. and Barnes, K. 2008). The tool is designed to be a resource for staff responsible for initiating security policy-making processes within the executive branch of government, including those responsible for drafting, implementing and evaluating security policies. It provides guidance on how gender issues can be integrated into existing security assessment and monitoring and evaluation frameworks, as well as how specific gender audits and impact assessments can be undertaken. Available in [Arabic](#); [English](#); [French](#); and [Indonesian](#);
- ***National Security Policy-Making and Gender – Practice Note 8', Gender and Security Sector Reform Toolkit*** (Takeshita, M. Eds. Megan Bastick and Kristin Valasek, 2008). This practice note provides a short introduction to the benefits of integrating gender into national security policy-making, as well as practical information on doing so and is an abbreviated version of the guidance available in the Tool 8 of the full Toolkit. Available in [Arabic](#); [English](#); [French](#); [Indonesian](#); [Montenegrin](#); and [Russian](#).
- ***Handbook on National Action Plans*** (UN Women, 2011). This handbook is for government officials, policy-makers, civil society and United Nations personnel. The handbook presents a model framework and provides detailed recommendations to support the development, implementation and monitoring of national action plans on violence against women and girls, based on the Expert Group Meeting on the subject held in 2010. The guidance is accompanied by illustrative examples of promising country practices. Available in [English](#); 79 pages.

Develop operational policies and codes of conduct

- Operational policies or codes of conduct prohibiting violence against women or addressing specific forms of abuse are usually short, memorable list of 'do's' and 'don'ts', developed alongside or as part of a broader [institutional policy](#) on the issue. They are important to:
 - establish the standards for acceptable and unacceptable behaviour;
 - reinforce the seriousness of acts and criminal nature of abuse;
 - highlight the individual and institutional responsibility for personnel misconduct; and
 - demonstrate commitment by security institutions to upholding women and girls' rights and promoting their participation in the sector, which can build trust between uniformed personnel and communities.
- Codes of conduct should cover violence perpetrated by security personnel against civilians as well as other security personnel.
- Operational policies or codes should outline: the legal duties of police and military officers, the specific actions and behaviour required by personnel; and establish a clear protocol for institutional responses to ensure obligations are upheld. Toward this end, the contents should:
 - State that the organization supports the rights of every employee to be free from all forms of violence, including harassment (i.e. based on sex, race, sexual orientation, age, disability, etc.), which are completely unacceptable, providing a rationale for the policy.
 - Set out clear rules and standards of behaviour regarding sexual discrimination, harassment, exploitation and abuse.
 - Provide definitions and examples of harassment and other unacceptable behaviour that can be easily understood.
 - Reinforce the seriousness of these acts, and their prohibition by law, which can help to reduce security personnel tolerance of violence against women.
 - Underscore both individual criminal responsibility and command responsibility for such acts, and signal that there will be no impunity – all offenders will be held accountable for acts of violence and disciplined appropriately.
 - Stress that supervisors and managers are responsible for maintaining a violence-free workplace and that they will be held accountable for stopping and appropriately reporting harassment or abuse.
 - Explain the process and timeframe for reporting, documenting, and responding to complaints, which should provide a variety of options and mechanisms for filing cases and assure confidentiality to the extent possible.
 - State that acts of retaliation against complainants shall be considered as additional acts of misconduct; investigated and disciplined accordingly.
 - Describe the levels of discipline that may be imposed for policy violations.
 - State the importance of the policy/code of conduct to demonstrate to the public that security forces are committed to protecting women and girls, and promoting the participation of women in its implementation– which can help build trust.
 - Provide the names and telephone numbers of contact persons if the employee has questions about the policy.
 - Provide information on procedures and contact persons if a code or policy is violated and make it clear that any person reporting misconduct or offences will not be victimized and will receive support.

(Adapted: Denham, 2008. "Police Reform and Gender: Tool 2." Geneva. DCAF; [International Association of Chiefs of Police](#), 2011; [National Centre for Women and Policing](#), 2001; [Hendriks and Hutton](#), 2008)

Examples of police operational policies and codes of conduct:

Model Policy on Domestic Violence by Police Officers

The International Association of Chiefs of Police '[Domestic Violence by Police Officers Model Policy](#)' (2003) establishes a framework for ensuring zero tolerance of violence perpetrated by police personnel, and provides leaders and staff of all ranks with comprehensive guidance for preventing and responding to domestic violence perpetrated by officers around the following areas:

- Prevention and training
- Prevention through collaboration
- Training topics
- Ongoing training
- Early warning and intervention
- Pre-hire screening and investigation
- Post-conditional offer of employment
- Post-hire intervention
- Departmental response
- Supervisor responsibilities
- Police officer responsibilities
- Incident response protocols
- Department wide response
- Communications response
- Patrol response
- On-scene supervisor response
- Additional considerations
- Department follow-up
- Victim safety and protection
- Post-incident administrative and criminal decisions
- Administrative investigation and decisions
- Criminal investigation and decisions
- Termination procedure

Source: [International Association of Chiefs of Police. 2003, 'Domestic Violence by Police Officers Model Policy', International Association of Chiefs of Police](#). Virginia.

The **Northern Ireland Police Service** produced a directive in 2004 outlining its [Bullying and Harassment Policy](#), which sets out both the informal and formal mechanisms for police to report any incidents of bullying, sexual or other harassment encountered during their employment. The directive includes a clear policy statement, gives definitions and types of bullying and harassment; and lists the duties of managers, supervisors and officers. It details both the formal and informal complaints procedures, including how to report a complaint, how they should be handled, what interviews and investigations need to be undertaken, how decisions should be reached and communicated and what disciplinary action should be taken ([Police Service Northern Ireland. 2005. 'Policy Directive – Bullying and Harassment Policy'](#)).

Examples of military operational policies and codes of conduct:

United States Department of Defense [*Instruction on Sexual Assault Prevention and Response Program Procedures*](#) (2008)

As part of the implementation of the Department of Defense's (DoD) policy on the subject, the instruction assigns responsibilities, provides detailed guidance and templates toward a comprehensive approach to addressing sexual assault within the framework of its [*Sexual Assault Prevention and Response*](#) (SAPR) Program. It comprises the following sections:

- References
- Definitions
- DoD SAPR Program Requirements And Procedures
- Safe Collection And Preservation Under Restricted Reporting
- Commander's Sexual Assault Response Protocols for Unrestricted Reports of Sexual Assault (and Commander's Checklist)
- First Responder Training Requirements
- Case Management for Unrestricted Reports of Sexual Assault
- Sexual Assault Quarterly and Annual Reporting Requirements
- VA and Supervisor Statements of Understanding
- VA Sexual Assault Response Protocols (and Checklist)
- MoU between Installation Law Enforcement Office and (City, County, State) Agency
- Disposition Authority for Sexual Assault Cases and Authority for Review of Administrative Separations Involving Victims of Sexual Assault
- Victim Reporting Preference Statement
- Forensic Medical Report Sexual Assault Examination

Extracted from: United States Department of Defense. 2008. [*Instruction on Sexual Assault Prevention and Response Program Procedures*](#).

Ghana's Code of Conduct for Armed and Security Forces

Ghana addresses sexual misconduct in its Code of Conduct by drawing from the standards on *sexual exploitation and sexual abuse* set by the United Nations as follows:

Sexual Exploitation and Abuse

The following must be avoided:

- Any exchange of money, employment, goods or services for sex
- Any type of sexual activities with children (persons under the age of 18 years)
- Any other form of humiliation, degrading or exploitative behaviour
- Any sexual favour in exchange for assistance
- Any type of sexual misconduct that damages the image, credibility, impartiality or integrity of the forces that deployed you

Discipline

Exhibit highest standards of discipline. All acts of indiscipline to be viewed as an affront to cohesion of the force and offenders will be severely punished.

Male/Female Relationship

Healthy and professional interaction between males and females to be encouraged. No immoral relationship to be encouraged among troops.

Rules for Code of Conduct

Do not engage in immoral acts of sexual, physical or psychological abuse or exploitation. Respect and regards the human rights of all.

Extracted from: [Hendricks, C. and L. Hutton. 2008. 'Defence Reform and Gender – Tool 3, Gender & Security Sector Reform Toolkit, eds. Bastick and Valasek, Geneva: DCAF, OSCE/ODIHR, UNINSTRAW.](#)

Irish Defense Forces Soldier's card



OGLAIGH NA HEIREANN

Soldiers Card: Human Rights Peace Support Operations

International Human Rights Standards in Peace Support Operations:

International legal obligations:

DF personnel on peace support operations have international legal obligations under the United Nations Charter, the Universal Declaration of Human Rights and the European Convention on Human Rights to act to prevent violations of human rights, to react against violations of human rights and to act to rebuild human rights when violated

Definition of Human Rights:

Human rights are legal entitlements which protect individuals and groups without discrimination against actions and omissions which interfere with fundamental freedoms.

Non Derogable Human Rights:

Life, Prohibition of torture, Prohibition of slavery, Freedom of thought, conscience and religion, Recognition of person before the law, Prohibition of arbitrary deprivation of liberty, Humane treatment of detainees, No taking of hostages and abductions, Protection of minorities, No deportation or forcible transfer of population, No advocacy of national, racial or religious hatred, Fundamental fair trial guarantees.

Human Rights Functions: Military Personnel in Peace Support Operations:

DF personnel will act to prevent violations of human rights, will react against violations of human rights and will act to rebuild human rights when violated while deployed on peace operations in accordance with the goals of the UN Charter and the orders, directives, instructions, procedures and process laid down by the Officer Commanding the Irish Defence Forces peace support operation Unit in the mission area.

DF personnel will support and cooperate with mandated human rights agencies / partners in the mission area.

DF personnel will report, through the chain of command, each observation of human rights abuse immediately to the specialised human rights agency / partner.

Soldiers Card Human Rights Peace Support Operations

Human Rights Issues: Military Personnel in Peace Support Operations:

Vulnerable persons include women, children, refugees, internally displaced persons and persons from minority groups.

Vulnerable persons also include women or children who willingly solicit or offer a sexual service through any form of prostitution.

DF personnel will act to prevent violations of human rights, will react against violations of human rights and will act to rebuild human rights when violated while deployed on peace operations in accordance with the goals of the UN Charter and the orders, directives, instructions, procedures and process laid down by the Officer Commanding the Irish Defence Forces peace support operation Unit in the mission area.

DF personnel will report, through the chain of command, each observation of human rights abuse, including observations of trafficking of human beings, immediately to the specialized human rights agency / partner.

Human Rights and Personal Conduct of Military Personnel:

DF personnel are forbidden to engage in acts of sexual, physical or psychological abuse, exploitation or liaison with vulnerable persons in the mission area while on peace operations.

The DF is committed to completing a full and thorough investigation and applying all available sanctions against any of its personnel found responsible for violating human rights while serving on peace operations including acts of forbidden sexual misconduct with vulnerable persons in the mission area.

DF personnel will support and cooperate with investigations into violations of human rights committed in the mission area with mandated human rights agencies / partners and representatives of the International Criminal Court.

This Card is issued by the Chief of Staff, by direction of the Minister for Defence, and published for the general information and guidance of members of the Defence Forces.

Example: Establishment and implementation of United Nations code of conduct on sexual exploitation and abuse

In 2003, the United Nations established standards of conduct to prevent and respond to sexual exploitation and abuse perpetrated by staff members. The [Secretary General's Bulletin: Special Measures for Protection from Sexual Exploitation and Sexual Abuse](#) (ST/SG/2003/13) states:

The following applies to all staff of the United Nations, including staff of separately administered organs and programmes of the United Nations, and to United Nations forces conducting operations under United Nations command and control.

Sexual exploitation and sexual abuse violate universally recognized international legal norms and standards and have always been unacceptable behaviour and prohibited conduct for United Nations staff. Such conduct is prohibited by the United Nations Staff Regulations and Rules.

In order to further protect the most vulnerable populations, especially women and children, the following specific standards which reiterate existing general obligations under the United Nations Staff Regulations and Rules, are promulgated:

- a. Sexual exploitation and sexual abuse constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal;
- b. Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence;
- c. Exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited. This includes any exchange of assistance that is due to beneficiaries of assistance;
- d. Sexual relationships between United Nations staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, undermine the credibility and integrity of the work of the United Nations and are strongly discouraged;
- e. Where a United Nations staff member develops concerns or suspicions regarding sexual exploitation or sexual abuse by a fellow worker, whether in the same agency or not and whether or not within the United Nations system, he or she must report such concerns via established reporting mechanisms;
- f. United Nations staff is obliged to create and maintain an environment that prevents sexual exploitation and sexual abuse. Managers at all levels have a particular responsibility to support and develop systems that maintain this environment.

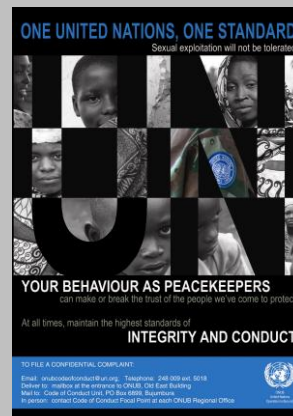
The standards set out above are not intended to be an exhaustive list. Other types of sexually exploitive or sexually abusive behaviour may be grounds for administrative action or disciplinary measures, including summary dismissal, pursuant to the United Nations Staff Regulations and Rules.

Implementation of the code of conduct

In 2008, a [United Nations expert group meeting](#) identified four pillars to effectively implement the code of conduct addressing sexual exploitation and abuse:

Raising public awareness and engaging communities:

- The head of the security forces can issue a zero-tolerance policy statement to demonstrate commitment to the code of conduct.
- Initiate distribution and awareness-raising campaigns for the public through civil society oversight bodies or community groups.
- Establish various mechanisms for communities to monitor or report violations of the policy / code (e.g. hotlines or anonymous reporting processes; drop boxes). For example, as part of its Gender Desk, the Rwandan Defense Forces has a free hotline (3945) for reporting abuse cases involving the military.



Prevention of abuse through socialization and training of in-service security personnel and recruits (at all levels):

- Distribute and post the policy / code throughout police stations and army barracks – for example as booklets, flyers or posters. See for example, the [One UN, One Standard poster from Burundi](#) (2005), also available in [French](#).
- Provide specific training on the code to socialize all personnel (both management and operational staff) and recruits on its contents and significance for the institution, and to ensure its implementation and enforcement.
- For example, see the video '[To Serve with Pride](#)' (2008) developed for United Nations personnel.
- Develop screening mechanisms (i.e. background checks) during recruitment to prevent hiring of individuals with a history of committing abuse or exploitation.

Response Systems (including recording, investigating, and acting on complaints):

- Develop complaints procedures for personnel to report incidents of abuse.
- Establish an internal [Sexual Exploitation and Abuse disciplinary system](#)
- Identify external [independent oversight mechanisms](#) to investigate allegations against the security personnel – such as police complaints boards, ombudspersons offices.
- Create mechanisms to provide support for victims of abuse.
- Management and coordination of efforts
- Develop inter-agency groups and networks of organization working on the issue.
- Improve leadership commitment and capacity of supervisors to monitor and support personnel
- Integrate the code of conduct into all contracts and partnerships.
- Establish mechanisms to monitor practices and ensure compliance with standards is met.

Source: United Nations. "[Protection from Sexual Abuse and Exploitation by UN and related personnel](#)"; Denham, T. 2008.

Key Tools:

- ***Addressing Sexual Offenses and Misconduct by Law Enforcement: Executive Guide*** (International Association of Chiefs of Police, 2011). This guide, developed for law enforcement management and leadership, is a resource for developing and implementing a policy to prevent and respond to all sexual misconduct offenses by security personnel. Based on the context in the United States, the guide presents background information on the issue, policy and preventive actions available to leaders, methods for investigating cases and engaging with other actors to address misconduct. Available in [English](#).
- ***Handbook on Effective police responses to violence against women, Criminal Justice Handbook Series*** (UNODC, 2010). This Handbook is designed to assist and guide policy-makers in the prevention of, and response to, violence against women by a. familiarizing them with relevant international laws, norms and standards relating to violence against women and b. informing them about some promising practical approaches to effective police response to acts of violence against women. It outlines good strategies, procedures and practices that have helped police forces to enhance the safety and security of women in their communities. Available in [English](#).
- ***Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice*** (UNODC, 2009). The Model Strategies is an update from the 1997 version and takes into account new approaches and new prevention tools and good practices in combating violence against women. Available in [English](#).
- ***Protection from Sexual Exploitation and Abuse by UN and Related Personnel*** (United Nations). This website is a resource for policy-makers, advocates and country-level practitioners working in humanitarian and other development settings. The website provides an overview and timeline of efforts by the United Nations to prevent and respond to acts of sexual exploitation and abuse, around its four pillars of engagement with the local population; prevention; response; and coordination and management. The site features key policy documents and reports as a reference; tools for implementation and training; case studies, videos, posters, links to relevant sites, among other resources. Available in [Arabic](#); [English](#); [French](#); and [Spanish](#).

Secure political and financial commitment

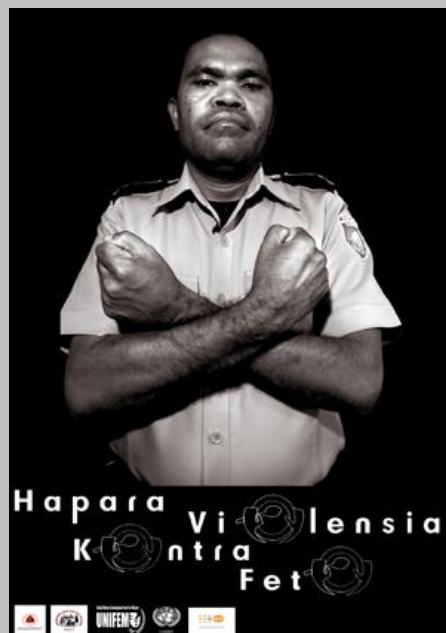
- Top management have both the power and ability to influence structures and behaviour of staff under their supervision, particularly in highly hierarchical organizations such as ministries of defense, police and military institutions.
- Strong leadership is necessary to counter the culture of impunity which may exist in some security institutions and units, and can help to change discriminatory attitudes among staff and ensure management prioritize and take responsibility for addressing the issue within the organization.
- Mobilizing and sustaining the will of leaders and other 'gender champions' is a critical investment to ensure that adequate financial, human and related resources are devoted to the implementation and monitoring of relevant laws and policies, as well as operational reforms required to improve services to survivors ([OECD/ DAC, 2009](#); [Saferworld, 2010](#)).
- Efforts to increase the knowledge and capacity of the most senior politicians and officials within security institutions, toward strengthening their commitment to the issue and improve security practices related to violence against women, include (Albrecht and Barnes, 2008):
 - *Appoint a senior member of government with responsibility for promoting gender equality and/or reducing violence against women and girls.* For example, in 2009, Sierra Leone's Ministry of Defense and Armed Forces Gender Reference Group developed a gender mainstreaming initiative across the armed forces which included the establishment of a sexual harassment board focused on women and girls. The leadership of the former Chief of Defense was crucial for leveraging the ministry and armed forces' work on gender down the command structure.
 - *Engage a high profile figurehead(s) to champion women, peace and security issues* at a national and international level with an explicit role to advocate for the greater allocation of resources to address the issue.

Examples

Ireland: Since 2005, the former Irish President and UN Human Rights Commissioner has been a special adviser to the [Irish Joint Consortium on Gender Based Violence](#), comprised of 14 human rights, humanitarian and development organizations, together with [Irish Aid](#) and the [Irish Defense Forces](#). She meets with the Consortium annually to review progress on addressing violence against women and holds a public press conference to report on progress. Her involvement demonstrates the Irish Government's consistent high-level support to address the issue internationally, has contributed to the development of a National Action Plan on Women, Peace and Security and a significantly increased budget for addressing violence against women both domestically and internationally (Irish Joint Consortium on Gender Based Violence, 2008).

Australia: In 2002, the State of Victoria Chief Police Commissioner requested a review of the organization's policies and responses to violence against women. This resulted in a range of [strategies](#), [codes of practices](#), risk assessment processes and other initiatives to better respond to [family violence](#), [sexual assault](#) and [child abuse](#). With the support of the Victoria Police leadership, the local government developed a state-wide integrated response to family violence, which has engaged police, courts and non-governmental family violence services to develop and continuously improve the response to survivors. Police commitment has contributed to the development of 25 specialist sexual assault and child abuse investigative units across the state and three integrated sexual assault service centres with presence of police, counselling, child protection services and medical forensic facilities.

Timor-Leste: In November 2007, as part of the global [16 Days of Activism to End Violence Against Women](#), UNIFEM, with support from the [UN Integrated Mission in Timor-Leste](#), the Secretary of State for the Promotion of Equality and the Association of Men Against Violence launched a multi-media campaign to raise public awareness on and secure the commitment of leaders to end violence against women. The nationwide campaign featured 11 high-level figures including the President, the Prime Minister, the National Army Chief of Staff, the Deputy Police Commander and the President of National Parliament, advocating for an end to violence against women. A series of posters, radio and television public service announcements were developed in an effort to heighten public focus, awareness and government response on the issue. The campaign contributed to raising the profile of gender-based violence in Timor-Leste, with greater participation from men in events and discussions related to the topic, as well as greater cooperation between different government institutions (including the Secretary of State for the Promotion of Equality, Ministry of Justice, the Secretary of State for Security, responsible for the national police and the Vulnerable Persons Unit, among others) in the implementation of related policies or programmes. Increased government commitment to addressing violence against women also resulted in the adoption of a [law on Domestic Violence](#) in 2010.



Deputy Police Commander,
Commissioner Afonso de Jesus, 2007

Source: [UNIFEM - East and Southeast Asia Region website](#)

- *Advocate for the inclusion of a representative(s) of the gender ministry/unit on all committees responsible for drafting, reviewing and monitoring implementation of national security legislation and policies.*
- *Implement consultative processes to draft national security laws and policies, drawing on expertise of women's organizations and outside specialists working on women's rights and violence against women.*

Examples

In **Liberia**, consultation with women's organizations during the drafting of the national security policy resulted in the integration of text on gender issues, although specific language on violence against women was omitted from the final version.

In the **United States** in 1999, at the request of a group of advocates and multidisciplinary service providers, the former Attorney General of Oregon initiated a state-wide [Sexual Assault Task Force](#) to facilitate and support a collaborative, victim-centered approach to the prevention of and response to adolescent and adult sexual violence ([Oregon Attorney General's Sexual Assault Task Force website](#)).

See also the sections on [parliamentary oversight](#) and [civil society oversight](#) for details of strategies to work with these actors to build political commitment and government capacity.

- Facilitate [knowledge exchange](#), awareness-raising and capacity development opportunities for senior politicians/officials on women's human rights, violence against women and international, regional and national commitments on these issues, including through targeted [training](#) programmes.
- Produce briefings and analysis on women's security and violence against them, providing concrete suggestions on how to include these issues in security policies and where resources might be more efficiently allocated to finance actions accordingly. This might include:
 - Conducting a [gender impact assessment of an existing national security policy](#) and proposing how the policy might be improved to better address gender equality and violence against women.
 - Implementing a [gender-responsive budgeting process](#), which specifically reviews planned and actual expenditures related to the sector, and assesses the extent to which specific interventions to address women's security needs and violence against them are financed or could be financed.

B. Increase institutional capacities and human competencies

- Establish gender desks / focal points / units within security institutions
- Strengthen inter-ministerial coordination mechanisms at the national level
- Implement gender-responsive human resource policies and practices
- Train security sector personnel
- Implement mentoring and knowledge exchanges
- Invest in essential infrastructure and facilities
- Develop a comprehensive and harmonized data system

Establish gender desks / focal points / units within security institutions

- Specialized focal points, desks or units on gender issues (or specifically on violence against women) can be established inside relevant ministries (i.e. interior, justice and defense) as well as at the national headquarters of the police service or armed forces or sub-national level police departments or specific military battalions.
- The focal points/ desks usually play a strategic role in internal gender mainstreaming and in the implementation of related policies and procedures. Although some institutional gender desks may have a broad mandate covering coordination/ awareness-raising as well as direct service delivery to survivors, their key functions often involve:
 - Coordinating the implementation, monitoring and evaluation (and perhaps contributing to the development of) relevant [operational strategies, guidelines and procedures](#)
 - Strengthening personnel capacity to investigate cases of violence (e.g. through coordinating training of the police or armed forces in this area)
 - Improving police/ military response to survivors, which might include providing a hotline, coordinating the establishment of [specialized community-based units in local facilities](#)/ rooms to receive victims, promoting procedures and protocols on [investigation](#), [interviewing](#), enforcing [protection orders](#), etc.
 - Increasing public awareness of gender-based violence and the role of the police/ military in assisting survivors (e.g. developing communications campaigns and materials or participation in public events on the issue)
 - Advancing [data collection and case management systems](#) to monitor information on the incidence, types and patterns of gender-based violence and the processing of reported cases
 - Serving as a focal point for reporting sexual harassment or [sexual exploitation and abuse](#) by security personnel – in the absence of dedicated [internal disciplinary bodies](#)
- Gender desks or coordinators need adequate resources and decision-making authority in order to have an impact on police, military and wider sector practices. The desk or focal point should also be placed relatively high within the institutional hierarchy to ensure they can authorize and implement proposed changes as needed.

Promising practice: Rwanda National Police and Defence Force Gender Desks

In 2005, a Gender Desk was established at the Rwanda National Police funded under the *Enhancing Protection from Gender Based Violence* project implemented by UNIFEM with funding from UNDP. The project has been ongoing since with support from UNIFEM (now UN Women) and the governments of Belgium, the Netherlands, United Kingdom and Sweden. The overall goal of the initiative is to enhance the Rwandan National Police's response to gender-based violence (GBV), in line with the country's commitments to relevant international and regional agreements such as the [Convention on the Elimination of All Forms of Discrimination against Women](#), the [African Charter on Human and People's Rights](#), the Great Lakes [Protocol on the Prevention and Suppression of Sexual Violence against Women and Children](#), among others.

The objectives of the Desk are to:

- increase police logistics for rapid response to reports of gender-based violence;
- increase police capacity in investigating gender-based violence cases;
- increase police capacity in counseling survivors;
- develop strategies and guidelines on the prevention of and response to GBV;
- increase public awareness on GBV and the role of the Police Gender Desk;
- assist survivors in accessing appropriate health, legal and psycho-social support services; and
- collect data and information on gender-based violence in Rwanda.

The infrastructure and human resource capacities of the Desk include an operational office at the National Police Headquarters in Kigali with six staff, designated Gender-Based Violence Focal Points at all province and district police stations, motorcycles and vehicles to ensure rapid responses to reports of GBV cases, in particular in rural areas, modern interview and surveillance rooms and a toll-free hotline (3512) to facilitate reporting of incidents.

In an innovative follow-up to the Police Gender Desk, the Rwanda Defense Force established a Gender Desk to complement and support more effective military responses to cases of violence against women. Since the desk became fully operational in 2008, the Defense Force Gender Desk officers have conducted training on gender equality concepts, women's human rights, and gender-based violence for close to 5,000 defense force members (military officers, cadets at the military academy, ex-combatants and local defense forces) and civilians, in three out of Rwanda's five provinces. It has also trained gender focal points at the district level and supported the creation of anti-gender based violence clubs. By engaging the private sector in its campaign, it has partnered with the leading cellular phone company to provide a free hotline (3945) to report cases of military-related violence against women and girls.

Reports of violence to the Defense Force have increased since the Gender Desk was established. Factors contributing to the initiative's success include:

- the military is well-placed to locate and respond to issues of violence against women and girls, being deployed at local levels and on patrol 24 hours a day;
- the military may be present at times and in locations where police are not; and
- training of officers preparing for peace missions, as part of efforts to increase the number of women deployed and enhance their ability to combat gender-based violence has influenced recruitment and deployment of female police to peacekeeping missions such as Darfur.

Results (as of 2009) include:

- Training of 250 police officers from community policing committees from all five police regions on Standard Operating Procedures of prevention of and response to GBV
- Sensitization of 80 females from the Rwanda National Police Women's Network (e.g. police officers, Rwanda Defense Force Gender desk and youth representatives from schools) from 5 regions on use of the GBV Standard Operating Procedures
- Training of 166 GBV Desk police officers on gender-based violence from a human rights and security perspective as well as on investigation
- Training of 45 police officers in psycho-social counseling
- Improved operational capacities (acquiring 15 motorcycles) to ensure rapid response to cases, particularly in rural areas
- Strengthened collaboration with the Rwanda Defense Forces, including a training of 70 military officers in Kigali City
- Enhanced partnerships with key stakeholders such as local governments, Rwanda Defense Forces, medical, psychosocial and legal service providers and women's rights advocates.
- Enhanced sensitization and awareness among communities, local governments (e.g. in Gasabo District and Kigali City), schools (400 teachers and students trained), women cooperatives (300 members trained in Musanze und Gicumbi districts), religious leaders and faith-based organizations
- Formation of a regional network on sports for social change targeting prevention and response
- Development and dissemination of sensitization materials (posters, brochures, magazines, stickers, calendars) for communities
- Enhanced monitoring, collection and analysis of data across the country
- Increased reports and effective interventions in gender-based violence
- Increased access to medical, psychosocial and legal services for survivors
- Influenced establishment of a network of Rwandan female police in Rwanda for enhanced response to GBV and networking

Excerpt from Case Study: UNIFEM .2009. [Establishment of Rwanda National Police Gender Desk](#) (2005-present). UNIFEM. Kigali.

Strengthen inter-ministerial coordination mechanisms at the national level

- A national mechanism for coordination can facilitate collaboration between ministries of defense and the interior (and any other security institutions), the women's machinery and other ministries and bodies working on the issue who may not regularly exchange information and implement activities jointly. Inter-ministerial coordination is essential to ensure a clear division of roles and responsibilities and identify areas for collaboration in the implementation of national strategies and plans to address violence against women.
- Key ministries and institutions which should be engaged in coordination include those responsible for: health (overseeing the provision of medical care and psychological counselling); justice (prosecution, legal assistance); welfare/social protection (related to shelter, economic assistance, and other supports); women/ gender issues; community affairs/ local government; and the Office of the President / Cabinet (which can help prioritize the issue on the policy agenda). Representatives of national civil society organizations or networks providing frontline services (health, shelter, counselling, legal assistance, etc.) to women and girls should also participate in national-level coordination.
- Establishing an inter-ministerial/ multisectoral committee which meets regularly can contribute to:
 - Developing a clear national, regional and community level [referral system/ process](#) for survivors
 - Ensuring that all service providers at local and national levels understand the different forms of violence against women and girls; their responsibilities addressing the issue; and how to work with others in the system
 - Developing a [national action plan/ strategy](#) to prevent and respond to violence against women
 - Setting up national campaigns on the issue
 - Identifying clear roles and responsibilities for relevant ministries
 - Coordinating with international actors and partners in other countries
 - Improving government-civil society collaboration, including with women's organizations and networks

Examples of coordinating bodies include:

Cross departmental-coordination and protocol for preventing femicide in Costa Rica

In Costa Rica, a special committee has been formed with high-level authorities to help prevent the murder of women by their intimate partners. Relevant institutions have signed a protocol to be applied in high risk cases, where the women's lives are in danger. The Ministry of Security, the Ministry of Justice (responsible for jails), the Costa Rican public health system, the judicial system, the public services and the National Institute for Women follow this protocol.

For all cases where a threat has been made or case identified as high risk, the agencies conduct a risk evaluation in order to trigger special measures (e.g. protection orders, mandatory arrest). A common database is used to collect information from all agencies, such that protective measures are recorded, shared and tracked, as well as violations of the orders, or other acts and factors that may tend to increase the risk of homicide.

Adapted from: [United Nations Office on Drugs and Crime \(UNODC\). 2010. 'Training curriculum on effective police responses to violence against women – Criminal Justice Handbook Series'](#). Vienna. UNODC.

Action Plan and Standard Operating Procedures for working with trafficking survivors in Kosovo

In Kosovo, a working group established by the [Organization for Security and Co-operation in Europe](#), the Department of Justice, the Ministry of Labor and Social Welfare, police, International Organization for Migration, UNICEF and non-governmental organizations providing shelter was formed in 2004 to develop a set of [standard operating procedures](#) to ensure coordination of all service providers working with female and child survivors of trafficking for sexual exploitation.

Over a one-year period, the group agreed upon the best methods to assist survivors, covering issues ranging from victim identification to reintegration within their countries of origin; the responsibilities of each organization; and put together a inter-agency plan for coordination in responding to each case, which was published in 2005. The working group began by developing operating procedures for the assistance of foreign victims of trafficking, but the project was eventually expanded to cover citizen victims who required different services. The resulting [standard operating procedures](#) address specific groups of survivors, covering minors, adults, local residents and foreign citizens. To ensure their implementation, the Organization for Security and Co-operation in Europe provided training on the content of the new agreements.

By 2006, all parties had signed a cooperation agreement and the project contributed to improvements not only in coordination among service providers but also in the quality of the services provided. For example, the number of times that a survivor was interviewed about her experience was significantly reduced as agencies became better at sharing appropriate information. The working group also developed a form for proper referral and confidential filing of the cases.

Sources: [Seftaoui, J. \(ed.\). 2009. 'Bringing Security Home: Combating Violence against Women in the OSCE Region. A Compilation of Good Practices'. OSCE. Vienna; United Nations Mission in Kosovo. 2005. 'Kosovo Action Plan to Combat Trafficking in Human Beings: Supporting Framework'. UNMIK.](#)

Haiti's National Task Force against Violence against Women

Mandate: Established in 2003, the goal of the tripartite National Task Force (*Concertation Nationale*) (comprising government ministries, donors and non-governmental organizations) is to promote a multidisciplinary approach toward eradicating violence against women and girls. It aims to connect the different institutions and organizations to provide holistic care (health, psychosocial, legal and safety) to survivors, while conducting public awareness campaigns and other prevention efforts.

Organization: The Task Force includes the Directorate General of the Ministry of Women's Status and Rights, the Reproductive Health Division and Haiti's University Hospital representing the Ministry of Public Health and Population, and the Citizen Protection Office and Haitian National Police for the Ministry of Justice and Public Safety.

A coordination committee and three technical commissions are responsible for the synchronization of tools around specific areas of work:

- *Data Collection*, reviewing tools such as reporting forms and database software; establishing mechanisms for combining data between the different institutions.
- *Support and Treatment*, covering support and treatment activities for survivors: development of medical and legal tools, treatment protocols, training plans for personnel, psychological and social support. Sub-commissions on medical, psychosocial and legal support have also been created.
- *Communication/Raising Awareness*, covering public awareness-raising prevention activities.

Strategy: The Task Force adopted a five-year [National Plan of Action to Combat Violence against Women](#) in November 2005, to guide its actions, based around four key strategies:

- Promotion and strengthening of the partnerships between:
 - *relevant ministries* (Women's Status and Rights, Public Health and Population, Justice and Public Safety, Social Affairs and Employment, National Education, Youth and Sports, as well as public organizations such as the Citizen Protection Office and Haitian Institute for Statistics and Informatics);
 - *civil society and networks* (women's, human rights, legal assistance groups, health centers, survivor treatment centers, youth organizations, etc.);
 - *international development agencies and non-governmental organizations* (United Nations, bilateral or multilateral agencies);
- Establishment of coordination mechanisms (national, departmental and regional);
- Improvement in data and knowledge on the issue and emphasis on repositioning it to be recognized distinctly alongside other human rights violations;
- Promotion and integration of a multisectoral approach involving international or regional partnerships for effective coordination of interventions and maximum results.

Progress

The Task Force [mid-term evaluation \(2009\)](#) reported several areas of progress:

- Distribution of The National Plan of Action, a technical data sheet on 'what to do' in cases of sexual assault and a variety of training tools
- Implementation of awareness-raising campaigns (e.g. TV programmes)
- Commencement of training for service providers and police officers
- Preparation of a project for the development of legal training and outreach tools
- Task Force leadership assumed by the Ministry of Gender, with a secretariat and executive secretary
- Development of a financing strategy, although it is still largely dependent on external donors

Lessons Learned

- *High-level political support and formal status are essential for coordinating bodies to operate effectively.* As of 2009, the Task Force did not have a charter and was not recognized as a legal entity, which prevented it from signing grant agreements with international donors and directly receiving funds for implementation of the National Action Plan it had developed.
- *Attention should be given to strengthen local and sub-national coordination alongside the establishment of national coordination mechanisms.* The Task Force national-level achievements have focused on urban areas and have not yet been fully implemented across departments. Future activities should focus greater emphasis on developing decentralized coordination mechanisms and initiatives to operationalize the plans and tools established during its first 5 years of existence.
- *Rapid and short-term coordination efforts may marginalize the role of emerging and sustainable coordination bodies.* The gradual institutionalization of the Task Force limited its ability to coordinate the programmatic work on violence against women (particularly during emergency periods), in which the donor gender-based violence sub-cluster has been the lead mechanism, with collaboration from the Task Force. Emergency coordination mechanisms should be designed to explicitly strengthen existing bodies to ensure multisectoral activities are streamlined and prevent duplication of efforts.

Source: Steering Committee of the Concertation Nationale contre les Violences faites aux Femmes. 2008. [Mid Term Evaluation November 2005-November 2008](#).

Key Tools

- See also the full module on [coordinated responses](#).
- ***Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings*** (Jeanne Ward for the Gender-based Violence (GBV) Area of Responsibility Working Group, 2010). This handbook is for individuals and agencies involved in GBV coordination activities in humanitarian emergencies, as well as advocates and practitioners working in multisectoral responses to the issue. The handbook provides practical guidance on leadership roles, key responsibilities and specific actions to be taken when establishing and maintaining a GBV coordination mechanism in an emergency and is organized into 6 sections as follows: overview of GBV in humanitarian settings; GBV coordination within the cluster system; key responsibilities and functions; steps for implementing coordination; relevant skills for practitioners; and annexes referenced in the other sections. Available in [English](#); 348 pages.
- ***Community of Practice in Building Referral Systems for Women Victims of Violence*** (Mary Jennings for UNRWA, 2010). This publication is for practitioners and policy-makers working on multisectoral approaches and coordinated responses to violence against women. The workshop report features case studies on referral system mechanisms and on the provision of services, including experiences from Jordan, Palestine (and specific interventions in the West Bank and Gaza) and Syria, among others. Each case study includes lessons learned based on shared experiences of a community of practitioners. Available in [English](#); 43 pages.
- ***Training Manual: Facilitator's Guide, Interagency & Multisectoral Prevention and Response to Gender-based Violence in Populations Affected by Armed Conflict*** (Beth Vann for the Reproductive Health Response Consortium, 2004). This resource is for facilitators and trainers working with populations affected by armed conflict. The manual provides step-by step guidance for a three-day workshop and uses an interactive and flexible curricula covering an introduction to gender, gender-based violence (GBV), and the recommended standards for GBV prevention and response in conflict-affected areas to increase understanding on GBV and prevention strategies. Available in [English](#); 124 pages.

Implement gender-responsive human resource policies and practices

- Creating security institutions that are representative of the population they seek to serve - both women and men, from rural and urban areas, diverse socio-economic backgrounds and identity groups is an important aspect of strengthening the credibility, trust and legitimacy of the sector from the public's perspective.
- Increasing the proportion of women in the police and armed forces to ensure a critical mass of women are represented in the sector is particularly important for gaining the trust of women and girl survivors; can increase the operational effectiveness of security institutions; and broaden the range of skills available to uniformed personnel in violence prevention and response.
- There is a large variation in the representation of women in police services worldwide, but overall, women are under-represented compared to men.

- Evidence suggests that increasing women's representation in the police and armed forces supports improved community relations, encourages women and girls to report violations, and strengthens the commitment of the police/military to addressing the issue. However, the presence of female personnel alone does not automatically lead to improvements in attitudes and support provided to survivors ([Denham, 2008](#); [National Center for Women and Policing, 2001](#)).

- Transforming security institutions so they are more responsive to the rights and needs of women and girls requires specific [recruitment](#), [retention](#) and [advancement](#) measures which increase the representation of women in these institutions. This should be part of broader gender-responsive efforts, including [institutionalized training](#) which promotes zero tolerance for violence and encourage changes in ingrained images of [masculinity](#) and attitudes related to violence against women, and greater [accountability](#) mechanisms for personnel, among other institutional measures ([National Center for Women and Policing, 2001](#); Bastick and de Torres, 2010; European Union Police Mission, 2010).

Percentage of female police officers 2002-2010 (select countries)		
Country	Year	% Female
South Africa	2006	29%
Nicaragua	2007	26%
Canada	2006	18%
Kosovo	2007	18%
Liberia	2010	17%
Cyprus	2006	16%
Sierra Leone	2010	16%
Ghana	2010	15%
Guinea Bissau	2010	14.4%
United States of America	2006	12-14%
Nigeria	2010	12.4%
Mali	2010	11.5%
Cote d'Ivoire	2010	11.4%
Finland	2004	10%
Guatemala	2003	10%
Belize	2003	9%
Romania	2005	8%
Panama	2003	8%
Costa Rica	2002	8%
Dominican Republic	2003	7.5%
El Salvador	2003	7%
Togo	2010	6.6%
Burkina Faso	2010	6%
Cape Verde	2010	6%
Honduras	2005	6%
Senegal	2010	5%
India	2006	2%
Sources: Denham (2008) Police Reform and Gender ; DCAF, 2010. Security for All: West Africa's Good Practices in Gender and the Security Sector ; GTZ. 2005. Gender and Citizen Security Regional Training Manual .		

Recruitment policies and measures

- **Establish strategic targets and/or quotas for female recruitment or representation.** [The Beijing Platform of Action](#) advocates a target of 30% female representation in leadership and decision-making positions. In 2009, the United Nations launched the [Global Effort Initiative](#), with a target for women to comprise 20% of all United Nations Police by 2014, and advocating for Member States to contribute female and male officers in line with the national gender ratio. As of November 2011, women comprised 10% of United Nations Police, 4% of military advisors, and 2.5% of peacekeeping troops ([DPKO](#), 2011). A number of countries have established quotas for the representation of women in the police including Liberia, which instituted a 20% quota for female officers in 2006 and has been making progress towards achieving this. In Kosovo, where women were absent from the police, the introduction of a mandatory quota after the war led to a dramatic increase to 18% by 2007 ([UNIFEM and UNDP](#), 2007). Institutional quotas can be established through [national action plans or strategies](#) or integrated within legislative amendments, with parliamentarians having a particularly key role in both proposing and monitoring compliance on such changes.
- **Undertake public recruitment campaigns targeted at women** (particularly young women) in order to change the perception that police and armed service work is for men. This can involve developing gender-sensitive materials, brochures and posters depicting both male and female uniformed personnel carrying out various tasks; or distributing information on job opportunities in public places where women congregate. Raising public awareness and visibility of women in high-profile security positions can provide inspiration and encouragement to others. The presence of an all-female contingent of Indian United Nations Police has advanced Liberian efforts to increase women's representation in the Liberian National Police, and has motivated a growing number of all-female UN police units deployed since 2007 (Bangladeshi in Haiti; Samoan in Timor-Leste; and Rwandese, specifically mandated to work on violence against women in Sudan (Darfur)).
- **Revise screening practices to demonstrate commitment to zero tolerance.** Standard background screening for all police and military recruits should include previous perpetration of gender-based violence, including domestic violence and child abuse, as part of the criminal record review. Where gender-based violence is not legally recognized as a crime or under-reporting is severe, institutions could consider raising the issue explicitly during the interview process to ensure selected candidates have not perpetrated or tolerate gender-based violence ([IACP](#), 2011).
- **Reform recruitment criteria**, which may explicitly or implicitly exclude women. For example, some police services specify height or physical exercise criteria, which exclude a large proportion of women. Criteria should be reviewed and adapted as needed to enable both women and men to objectively qualify for recruitment.
- **Offer specific educational support and pre-recruitment training for women.** This might include additional training to support women to meet the recruitment criteria for police training programmes or scholarships for women graduates to train to be officers.
- **Ensure that women will be able to attend police and military training courses.** For example, in settings where women are not permitted to travel without male family members, training courses should be conducted in non-residential or local facilities accessible by women through affordable and safe public transportation. Timing and duration of training courses should also consider and offer flexible arrangements to allow women and other recruits with particular family obligations to fully participate and benefit from the training.

(Denham, 2008; [UNIFEM](#), 2007)

Promising practice: A comprehensive approach to increasing women's representation in the Liberian National Police

During 14 years of war, a quarter of a million Liberians were killed and an estimated 40 percent of Liberian women were raped. Women were abused, not only by Liberian men, but also by United Nations peacekeepers. To address the high rate of sexual violence, the UN Police deployed its first all-female Formed Police Unit to Liberia. Arriving from India in 2007, the unit made a substantial contribution to efforts addressing sexual violence against women and the quality of the UN Police response to women who had been victimized.

Alongside the increased visibility of female UN Police present in the country, which inspired Liberian women to join the national police service (Liberian National Police), in 2006, the Liberian Government established a 15% female representation quota for the reformed and restructured Liberian National Police, which was increased to 20% in 2008. To advance progress on the quota, a Committee for National Recruitment of Women involving relevant ministries of the government, in collaboration with representatives from the United Nations Mission and several agencies, developed a three-month intensive education support programme for women aged 18 - 35 interested in joining the National Police. The Programme enabled more women to meet the basic education requirements, which had been identified as barrier for many women pursuing recruitment into the police (UNMIL, 2007).

The programme initially identified 300 candidates who completed an aptitude test. A selected 150 candidates received three months of intensive classes resulting in the equivalent to a high school certificate at the Stella Maris Polytechnic in Monrovia, which covered educational materials, a daily lunch and a small monthly stipend. The curriculum was developed by the Ministry of Education and the West Africa Examinations Council, and was followed by a special examination to identify women who were qualified to enroll into the 3-month national police training process. Prior to starting the intensive course, candidates agreed to remain in the police force for a minimum of five years. To retain and promote qualified women within the police and ensure they are not constrained to lower ranks, women have been placed in leadership roles across the police hierarchy and an association of women police officers provides support as well as an institutional body to continue advocacy for women's advancement in the sector. The programme contributed to increasing female recruits, from an average of 4 recruits in the first 30 educational support classes to over 100 by 2009. Related to this achievement, the percentage of women in the police rose from 13% in 2008 to 17% in 2010.

The broader achievements of these efforts are highlighted in a [video](#) on women in the Liberian National Police.

Sources: [Bastick, M., Grimm, K., and Kunz, R., \(2007\), 'Sexual Violence in Armed Conflict: Global Overview and Implications for the Security Sector', Geneva: DCAF; UNMIL \(2007\), Liberia Gains From Partners' Forum - No Sex For Help - All-female Police Contingent Arrives UNMIL FOCUS, Dec 2006 - Feb 2007; IRIN News, May 2010. UN Peacekeeping Background Note 2010; UN News Centre, 2007, In first for UN peacekeeping, all-female police unit arrives in Liberia.](#)

- **Review the adequacy of uniforms, equipment and barrack facilities** for both women and men. For example, uniforms and equipment should be appropriate for staff of varying sizes and physical conditions, including pregnancy. Police or military facilities should ensuring separate toilet, changing and residential facilities for women and men.

- **Implement initiatives to change the institutional culture.** The dominant culture within security institutions – especially within the military - often enforces particular perspectives of ‘masculine’ values and behaviours, reinforcing women’s lower status and perpetuating discrimination against them. The male-dominated culture is often reinforced in the recruitment process, during training and in the workplace in general. This marginalizes female recruits and staff within these institutions and may dissuade women from joining or staying in uniformed personnel positions. It is essential to raise awareness of the discriminatory impacts of such attitudes and behaviour and promote alternative values and strategies. For example, respect for diversity in terms of gender, race, ethnicity, age and other factors should be communicated clearly as a core organizational value within pre-service [training](#) and ongoing professional development efforts.

Example: The challenges of recruiting women for the Afghan National Police

Efforts to recruit women, who had minimal representation in the police under the Taliban, into the Afghan National Police since 2002, illustrate the advancements and challenges of recruitment efforts in conflict and post-conflict settings. Measures supported include:

- A recruitment drive including educational programmes targeting women across provinces, initiated in 2003 by the Kabul Police Academy and a German policing project.
- Establishment of a women-only dormitory at the Police Academy in Kabul.
- Training for women to enter middle police ranks was instituted in Kabul and the provinces.
- Production of films / programmes to improve the social acceptance of female police officers, such as the German Cooperation Agency-supported fictional film [Qanoon](#), featuring a female Afghan police officer as a role model.
- Placement of a gender advisor in the Afghan Ministry of the Interior since 2007 (with Canadian support) and the organization of the [First International Islamic Police Women Conference](#) in 2007 to raise awareness and provide female police with role models.

In 2007, there were approximately 230 female police out of around 62,000 police in total, which increased to approximately 500 by 2010. In 2010, the Afghan President mandated that 5,000 women officers should be added to the police force by 2014. Lessons from the experience suggest that:

- **Recruitment strategies should be complemented by specific activities to counter any negative security risks to women.** While female police are generally well-accepted within the Afghan National Police itself, recruiting women is still a major challenge given the security threats faced by female personnel (such as the targeted September 2008 assassination of a senior female officer in Malalai Kakar)
- **Efforts to address social barriers should cover both women’s rights to serve as uniformed personnel and broader norms around masculinity and gender roles.** The perception that women in police positions is a threat to the masculinity of their male family members can create family pressure that prevents or dissuades women from pursuing a career in the police and is an implicit additional barrier to recruitment efforts. Institutionally, women’s promotion and acceptance into leadership positions is often regarded negatively by male colleagues, which also needs to be addressed by institutional and national leadership.

Sources: Murray, 2006; Interview with Hirbod Aminlari, Principal Advisor for the Promotion of the Rule of Law, GTZ, Afghanistan, 24th October 2008; [International Crisis Group, Reforming Afghanistan’s Police. Asia Report 138, Kabul/Brussels, 2007](#); BBC [“Top Afghan Policewoman shot dead”](#), 28/09/2008.

Examples of Police Reform Programmes:

Promising practice: Making the Nicaraguan Police Force “Women-friendly

In Nicaragua, reform of the National Police Force in the 1990s following pressure from the Nicaraguan women’s movement and female police demonstrates the benefits of initiatives to mainstream gender and increase the participation of women. Supported by the German development organisation [GIZ](#), specific initiatives were undertaken to make the police service more gender-sensitive and responsive to gender-based violence including:

- Training on violence against women within police academies for new recruits
- Measures to transform the gender values and attitudes of police officers
- Reform of recruitment criteria including female-specific physical training and the adaptation of height and physical exercise requirements for women
- Policies to enable police officers to balance their work with their family life and responsibilities
- Establishment of a [Consejo Consultivo de Género](#) as a forum for discussion and investigation into the working conditions of female officers – including alleged cases of discrimination and harassment.
- Establishment of [women’s police stations](#), providing a range of services to women and child survivors of violence, in partnership with civil society organizations

As of 2007, 26% of Nicaraguan police officers were women, among the highest proportion of female officers in the world at the time. Nicaragua’s police service has been recognized for its success addressing sexual violence. The reforms also helped the police gain legitimacy and credibility by the general public; in an ‘image ranking’ of Nicaraguan institutions, the police were placed second.

Source: [Bastick, Grimm and Kunz \(2007\) Sexual Violence in Armed Conflict](#). DCAF. Geneva.

Sustaining efforts through the Bangladesh Police Reform Programme

The [Bangladesh Police Reform Programme](#) initiated in 2001 with support from the United Nations Development Programme (UNDP) and the United Kingdom's Department for International Development (DFID) included a component on human resource management and training. The initiative aimed to set targets for women's recruitment into the police; ensure more efficient roles for female police; and promote their increased representation in more responsible roles through the following actions:

- Developing specific strategies (e.g. Women in Policing Strategy; People Strategy Plan)
- Commencing a female recruitment campaign
- Creating an action plan to ensure the progressive deployment of female police to every station
- Establishing the Bangladesh Women Police Officers' network and a '*Women in Policing Conference*'
- Developing and introduce a modular, competency-based phased domestic violence, sexual assault, case management and interviewing techniques training for all female and select male officers
- Identifying a resource allocation distribution model and assessment of the actual distribution of police versus the needs in communities
- Reviewing the rationale, number and role of reserve forces in relation to identified core functions

Achievements of the programme relevant to women's recruitment and addressing gender-based violence have included:

- Establishment of the Bangladesh Police Women's Network in November 2008 and adoption of a constitution which sets out the purpose of the network to help female police foster women's development at national, regional and international levels. The network also aims to contribute to leadership development among female police and has a [video and theme song](#) on its work.
- Release of the first ever [Gender Guidelines for the Bangladesh Police](#) (In Bengali) in late 2007, with the aim of "*a gender sensitive reorientation in the attitude of police towards women and children so that all people...are treated with dignity and respect*". Committees are being established in each of the 509 *thanas* across Bangladesh to monitor implementation of the gender guidelines. As of December 2008, 168 gender committees were formed; and orientation and training on implementing the guidelines had been completed in 9 model *thanas* for 433 police personnel.
- Launch of the first [integrated support center](#) for survivors of violence in Dhaka in February 2009
- Inclusion of female police and gender sensitization as a strategic area in the [2008-2010 Bangladesh Police strategic plan](#) and second phase of the programme.
- A trafficking investigations workbook (in [English](#) and [Nepali](#)) for police to better understand and address the issue, particularly supporting women and child survivors.

Sources: [Police Reform Programme - Bangladesh Police Ministry of Home Affairs](#); Shamim, I. 2009. [Towards Pro-Women and Child-Friendly Policing in Bangladesh: Our Experiences](#). Centre for Women and Children Studies. Dhaka.

Policies and measures to promote retention of women

- **Conduct [institutional assessments](#)** to identify problems within the workplace or other concerns of female personnel (of all ranks). Assessments should review policies and procedures, specifically related to sexual harassment and conduct related to other forms of violence; recruitment processes and outcomes; training and other institutional practices that may discriminate or otherwise negatively affect women; and should propose actions for follow-up by institutional management (Denham, 2008).
 - **Ensure women receive equal pay, benefits and retirement** packages, and that their professional roles and skills are valued (e.g. ability to work with women and girls in cases of domestic violence, communication skills to liaise with communities, role models for women in the community to participate in the security force or join community policing initiatives) and are acknowledged through [promotion](#).
 - **Implement family-friendly policies and provisions**, for example:
 - Flexible hours for shift work and leave options
 - Part-time and job-sharing opportunities for both men and women
 - Day care facilities near police stations or other security institutions
 - Nursing facilities on site with specific time entitlements for nursing mothers
 - Stress-management training (for example [mentoring and other techniques](#))
 - Access to psychological support (e.g. counselling or peer support groups)
 - Clearly-defined pregnancy policies that are flexible, fair and safe, including:
 - Adequate maternity and paternity leave, which should meet the minimum 14 weeks maternity leave for all women established by the [International Labour Organization Convention \(ILO\) No. 183](#) and some type of paternity leave or parental leave, including in cases of adoption (although no standards have been set by the ILO for such types of leave) ([ILO, 2010](#)).
- For example, [Trinidad and Tobago Police Services Maternity and Sick Leave](#) policy provides for 3 months maternity leave – one month at full-pay and two months at half-pay. In the United Kingdom, Sussex Police's [Maternity, Paternity, Adoption Policies](#) allows 52 weeks of partially paid maternity /adoption leave, and two weeks of paternity/ maternal support leave. See additional examples of police [child-related leave policies](#).
- Appropriate uniforms – including during pregnancy and for body armour to respect cultural norms
 - Flexible light duty assignment options for officers, which either modify their existing responsibilities or involve a transfer to a new position, for women who prefer to or require modifications in their responsibilities during and/or after pregnancy. Light duty policies should enable a female staff member and her physician to determine whether and when a light duty assignment is appropriate rather than being mandated by police departments/ imposed on all pregnant personnel.
 - Modifications in training requirements that may be harmful to a fetus or nursing mother (e.g. exposure to lead bullets or the sound of firing guns as part of routine training), which may include delaying training requirements until after staff return from maternity leave, or providing safe alternatives to harmful materials and using simulated training exercises for pregnant and nursing personnel.

(Denham, 2008; [National Center for Women and Policing](#), 2005; [Polisar](#), 1998).

- **Establish specific all-women units or battalions**, which may be part of efforts to increase women's recruitment (as established in [Rajasthan, India in 2010](#)) or may be [specialized units](#) mandated to specifically work on gender-based violence. The presence of such units may help to increase women and girl's overall confidence in police (or military in some cases) and improve reporting to them.
- **Establish female police/military staff associations and networks**, which exist at the facility level, across police and military institutions nationally (e.g. [British Association for Women in Policing](#); [South Africa Police Service Women's Network](#), [United States National Center for Women and Policing](#)) or are linked with regional and international associations such as the [European Network of Policewomen](#) and the [International Association of Women Police](#). There are also sector-specific networks emerging, such as the Women in the Security Sector – Sierra Leone and Liberia Female Law Enforcement Association. In order to be successful, staff associations should be relevant and respond to the needs and concerns of their members, and have strong leadership and capacity to mobilize resources and sustain support to its members. In addition to encouraging women's retention and advancement in the sector, associations can contribute to legal and policy changes as well as improved service delivery by:
 - improving professional and advocacy support available to members (e.g. health information and consultation, legal services and counselling);
 - providing opportunities for networking (e.g. between national and regional associations);
 - promoting gender equality within institutions (e.g. adaptation of gender policies for security institutions in Liberia based on efforts by the Female Law Enforcement Association)
 - offering professional development, including training and mentoring (e.g. South African Police Service Women's Network training of female police mentors)
 - recognizing member achievements (e.g. the International Association of Chiefs of Police awards members each year related to community service, mentorship, leadership, among other areas of achievement); and
 - conducting community outreach and mobilization related to community policing, women's human rights and gender-based violence (e.g. Tanzania Police Female Network consultation with civil society facilitated the establishment of 18 victim service units in Tanzanian police stations) ([Montgomery](#), 2011).
- **Establish a task force, unit or focal point for women officers and staff**, mandated to ensure the effective integration of women in the police or armed forces through offering advice and information, coordinating training and advocating for change.
- **Establish internal and external complaint mechanisms** that women officers can use to register complaints against fellow officers or superiors related to discrimination or abuse (e.g. [ombudsperson](#) in place to receive complaints of sexual harassment, discrimination or violence).
- **Closely monitor alleged perpetrators and the situation of female officers** who have reported harassment, abuse or assault. This should be conducted by a specialized internal unit, with managers and senior staff aware of the complaints and responsible for monitoring the situation on a day-to-day basis.

Examples:

Spain's Observatory of Women in the Armed Forces

The Spanish Armed Forces first allowed the limited participation of women in the military in 1988. Since then, its personnel policy has removed all restrictions on the rank, work or unit for which women can qualify. In 2005, the Ministry of Defence created the [Observatory of Women in the Armed Forces](#), a Ministerial office tasked with facilitating the integration of women in the armed forces. The Observatory provides technical support to the Ministry and military personnel through:

- Review of draft regulations and legislation to assess and report on the gender impact of the measures
- Proactive information campaigns among the military and the general public to change perceptions of the roles of women in the armed forces
- Responding to information requests from women in the armed forces and their commanding officers on matters related to human resources policies (e.g. female soldiers' rights during pregnancy)
- Serving outside the chain of command and separate from regular grievance and reporting procedures; the Observatory ensures that women in the military are aware of those procedures.

The success of the Observatory can be attributed to the following:

- It is not, nor is it perceived to be, an advocate or representative of women in the military (an ombudsperson's office now exists for male and female soldiers).
- As a service provider, the Observatory gives impartial counselling, advice and referral to anyone in the military who may need clarification of the legislation governing the integration of women in the armed forces.
- Its work providing [gender impact analysis](#) to the Ministry gives the Observatory credibility within the Ministry.
- Through its consultations with women in the military, it offers a detailed understanding of female military personnel and their concerns.

Sources: [Gender Equality Observatory - Spanish Ministry of Defence](#); [Bastick, M. and de Torres, D., \(2010\), 'Implementing the Women, Peace and Security Resolutions in Security Sector Reform – Tool 13', *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW.](#)

United States Department of Defense Sexual Assault Prevention and Response Program

As part of its [Sexual Assault Prevention and Response](#) Program to address the crime of sexual assault within the military and its legal requirement under [Section 577\(f\)](#) of Public Law 108-375, the United States Department of Defense conducts and submits to Congress comprehensive annual reports on sexual assault in the military and prepares [annual reports](#) on sexual harassment and assault within the three military academies. The data provided in the reports provides a basis for informing future sexual assault prevention, training, victim care and accountability programming across institutions.

The sexual assault report includes: an overview of the Sexual Assault Prevention and Response Program, highlights from the reporting period of progress made and areas of intervention, an aggregate report of sexual assault incidents, next steps and strategic observations. The report also contains detailed tables of statistics gathered and annexes with relevant legal and policy guidelines. Cases cover reported assaults which involve cadets or officer-cadets, as well as policies, procedures and processes implemented in response to sexual harassment and violence during the Academic Program Year. All [reports](#) are available to the public.

Source: US Department of Defense. [Sexual Assault Prevention and Response: Annual Reports](#).

Policies and measures to promote the advancement of women in security institutions
(Adapted from [Denham, 2008](#))

- **Review job assessment standards and promotion criteria for discrimination and provide incentives and affirmative action measures, where appropriate,** to ensure the promotion of women to the higher echelons in the sector and to serve as role models and to strengthen the commitment of the leadership to eliminate violence against women. This is particularly important to achieve a critical mass of women in senior security roles (e.g. Minister of Defense, Minister of the Interior, Minister of Security).

Snapshot of countries with women in senior security sector roles

Country	Portfolio	Dates
South Africa	Minister of Defense and Veteran Affairs	2009-
Nepal	Minister of Defense	2009-
Gabon	Minister of Defense	2009-2011
United States	Secretary of Homeland Security	2009 -
Palau	Minister of Domestic Affairs	2009-2010
Bangladesh	Minister of Home Affairs	2009-
Latvia	Minister of Interior	2009-2010
Turks and Caicos Islands	Minister of Home Affairs and Public Security	2009-
Denmark	Minister of Interior	2009-2010
South Africa	Minister of Home Affairs	2009 -
Belgium	Minister of Interior	2009-
Peru	Minister of Interior	2009-
Madagascar	Minister of Interior	2009-2011
Guinea Bissau	Minister of Interior	2009 -
Norway	Minister of Defense	2010-
Denmark	Minister of Defense	2010-
Botswana	Acting Minister of Defense and Security	2010 -
Panama	Minister of Interior	2010 -
Ecuador	Coordinating Minister of Police	2010 -
Switzerland	Federal Counsellor of Police	2010-
United Kingdom	Secretary of State of the Home Department	2010 -
Zimbabwe	Co-Minister of Home Affairs	2010 -
Argentina	Minister of Security	2010-
Cape Verde	Minister of Internal Administration	2011-

Excerpt from: [Worldwide Guide to Women in Leadership](#).

- **Develop objective and non-discriminatory promotion criteria** that include rewards for problem solving, promoting multisectoral collaboration and cooperation, and for community-based personnel, working with community members, de-escalating violent situations, and providing survivors of violence referrals to health, legal and social services. For example, an award system may be established at the national or institutional level to recognize officers/departments making specific contributions or achieving targets in relation to their work on violence against women. Media attention and support of other partners may also be engaged to encourage participation in such activities.

- **Establish clear, transparent and objective job assessment standards** and performance-based assessment reviews and appointments, based on revised job descriptions and skill requirements.
- **Use independent review boards** and external interviewers to minimize internal biases or promotions through nepotism or social networks.
- **Ensure women have access to educational and job training opportunities** for career advancement. For example, the [Ugandan 1325/1820 National Action Plan](#) requires that training programmes for members of the armed forces provide specific training in leadership and other skills for women ([Bastick and de Torres, 2010](#)).
- **Ensure promotion panels do not view positions typically held by female officers as less ‘valuable’** or penalize part-time/flexible time workers when considering promotions (e.g. administrative positions, personnel focused on domestic violence or sexual assault, work with juveniles, etc.). This can be achieved through [gender awareness training](#) for members of the promotion board.
- **Establish a mentoring system for female officers** where senior female personnel are officially assigned as mentors to more junior female officers and supported to help junior personnel develop their careers and make decisions related to their professional growth.
- **Encourage high-ranking female officers to speak to women’s police/military associations** regarding the importance of applying for promotions. For example, the [Canadian Forces Leadership Institute](#) convenes an annual symposium on Women Leading in Defense, where high-ranking officers speak, demonstrating institutional support for women’s advancement (Bastick and Torres, 2010).
- **Continuously monitor and publish data on the proportion of women in senior ranks.** Oversight bodies (particularly Parliaments) can play a key role by requesting information and sex-disaggregated data on the composition of security institutions and the ranks of women.
- **Conduct independent research into women in the police and armed forces,** including through surveys of qualified female officers to gain insight into why women are applying/ failing to apply for promotions. Research should also examine progress with gender mainstreaming and the reasons why women drop out from police and military academies and career positions within the sector.

Promising practice: Increasing the representation and support for women in the armed forces of Hungary

Hungary successfully raised the participation of women in its armed forces from 4.3% in 2005 to 17.56% in 2006, involving various strategies to increase recruitment, retention and deployment of women:

- The 1996 [Military Service Law](#) (*in Hungarian*) that upholds the equal rights of men and women and guarantees non-discriminatory promotion based on professional skill, experience, performance and service time.
- [An Equal Opportunity Team and Equal Opportunity Plan](#) (*in Hungarian*) created within human resources.
- A Committee on Women of the Hungarian Defence Forces, established in 2003 to ensure equal opportunities for men and women. The Committee conducts research and holds meetings with female officers to gather experiences and analyze the status of gender equality, and propose recommendations for change.
- A network of women’s focal points established at unit level.
- Steps to improve resting and hygienic conditions in the units.

Source: [Hendricks, C. and L. Hutton, \(2008\) ‘Defence Reform and Gender – Tool 3, Gender & Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW.](#)

Key Tools:

- ***Police Reform and Gender – Tool 2, Gender and SSR Toolkit*** (Denham, 2008). This tool provides guidance for planning and designing a practical introduction to gender issues for security sector reform practitioners and policy-makers, the Toolkit includes 13 Tools and Practice Notes. Tool 2 focuses on the importance of strengthening the ability of the police to understand and address the different security needs of the entire population (including men, women, boys and girls) and creating non-discriminatory and representative police institutions. The tool is intended for use by various actors working on police reform including: police officers and recruitment staff, government officials, international and regional organizations, civil society organizations and parliamentarians and researchers. Available in [English](#).
- ***DPKO/DFS Guidelines for Integrating Gender Perspectives into the Work of the United Nations Police in Peacekeeping Missions*** (DPKO/DFS, 2008). These guidelines are a resource for police and those working with police in the context of peacekeeping missions. The guidelines provide information, brief checklists and examples of practices promoting the integration of gender considerations into various aspects of police operations, including police roles and composition of security institutions; training; prevention and response to sexual and gender-based violence and missions with executive mandates. Available in [English](#); 42 pages.
- ***The Military Response to Victims of Domestic Violence*** (Battered Women Justice Project, 2003). This handbook is designed for civilian advocates working with military victims of domestic violence – both active duty victims and partners of active duty service members. Available in [English](#).
- ***Recruiting and Retaining Women: A Self-Assessment Guide for Law Enforcement*** (National Centre for Women and Policing, 2001). This manual is designed to assist law enforcement agencies in hiring and retaining more women employees. It provides step by step guidance to help agencies examine their policies and procedures and to identify and remove obstacles to hiring and retaining sworn and civilian women employees at all levels within the organization, complementing other policy efforts directly related to violence against women. Based on the context in the United States, the guide also provides a list of resources for agencies to use when planning or implementing changes to their current policies and procedures. Available in [English](#)

Train security sector personnel

- General considerations
- Set clear objectives for different types of training
- Design training content based on best practice
- Invest in careful planning and methodology design
- Deliver training to be sustainable over the long-term
- Implement other forms of capacity development

General considerations

- **The traditionally male-dominated environment which characterizes many security institutions can result in a limited awareness** of the causes and consequences of violence against women and that such violence is an abuse of human rights under national and [international law](#). Police and armed services may not be sufficiently aware of the legislation, nor their own role in preventing and responding to gender-based violence. Very often, such violence is accepted as a norm at the wider societal and community-levels, and the related perception that it is a private family matter is also visible within security institutions. Training for security personnel on gender, women's rights and the prevention of and response to violence against them is essential to build the knowledge, skills and capacities of individual officers and units to deliver on their [legal and policy commitments](#).
- **Basic training on gender sensitivity, women's rights and gender-based violence should be mandatory** for all police and military personnel, not just those in specially-mandated domestic or sexual violence units. Training on women's rights, prevention of sexual exploitation and abuse, and sexual harassment should be institutionalized into police and military academy curricula as well as professional development courses for staff already in-service. Personnel of all ranks need to understand and be able to appropriately address the issue according to their role within the sector. Without proper training, lower ranking officers who deal directly with women and girls may discourage survivors from seeking support and may fail to hold perpetrators accountable for their actions; while leadership may overlook discriminatory institutional practices and other violations taking place. Those involved with policy making will also need training to ensure that they are able to develop policies which are focused on the needs of survivors and fully understand the impacts of any policy measure on them ([Council of Europe](#), 2008).
- **Training should be appropriately targeted at personnel at different stages and levels.** Given the hierarchical nature of security institutions, separate training sessions using different approaches and with different [content](#) may be required for personnel of different ranks and at different stages of their career. For example, training for senior staff might focus on their overall management and supervisory roles and responsibilities, while training for administrative staff may focus on appropriately recording or updating data on cases, ensuring confidentiality.
- **Specialized training is also important.** Personnel from family protection units, women and children's support units or providing frontline response and investigative services to survivors will need more in-depth specialist training in a range of areas, including [operational policies and protocols](#) such as [risk assessment](#) and [safety planning](#); response [protocols](#) for domestic violence, sexual assault and other forms of violence; survivor [protection](#); [interview techniques](#); [evidence collection](#) procedures and standards; service provision, such as [emergency contraception](#) and [PEP](#) (where appropriate); and [referrals](#), among other components of a comprehensive response. If there are no specialist units, all personnel who are in direct contact with survivors of violence should receive specialized training.

- **Training should vary in its structure and focus (e.g. broad vs. highly specialized),** and should be designed for both pre-service and in-service personnel. It should be targeted at different ranks / grades of officers over multiple sessions. It can be delivered in a phased approach, building skills over time or as a regular periodic training activity, or may be conducted at a minimum once. Planning and delivery of training should be developed with careful consideration of the priorities for improving support to survivors and preventing violence, as well as the realistic context in which police or armed forces are operating. For example, this may require providing guidance on alternative solutions in reaching/ referring survivors to services where transport may be lacking.
- **Training must be complemented by and in support of broader system reforms.** Experience demonstrates that even a successful training initiative with police cannot be sustained if structural issues within the institution and society at large preclude personnel from putting into practice the new knowledge and skills they have acquired. Training initiatives will be most successful when they build on the existing legal and policy achievements to address gender-based violence and help to advance progress in the broader social and institutional changes needed to support more gender-responsive practices with survivors.

Set clear objectives for different types of training

Three key objectives which training initiatives can support include:

- **Knowledge and social awareness-raising:** Most training programmes attempt to provide information and raise awareness about the context of gender inequality and discrimination against women as part of an introduction to the [causes, contributing factors](#) and [consequences](#) of violence. They include topics such as: international laws and human rights standards which establish the role and responsibilities of police and armed forces in promoting gender equality within their institutions and addressing gender-based violence; national and local legislation on violence against women or crimes related to specific forms of abuse, as well as policies, protocols and standard operational procedures for responding to incidents of violence, including immediate actions to be taken, procedures in investigation and reporting, interviewing, providing referrals and coordinating with other agencies, among other survivor services. Examples of training objectives might include:
 - to help personnel to understand the socio-cultural context in which violence against women occurs (and is perpetuated);
 - to increase knowledge about the needs of victims and the services available, toward both empowering survivors and supporting stronger cases; and
 - to understand the principles of a '[do no harm](#)' approach in order to ensure that survivors and witnesses are not further victimized as a result of the investigation (i.e. by ensuring a [survivor-centred approach](#)).
- **Attitudinal change:** Some programmes acknowledge that prevailing social norms and attitudes are a barrier to women and girls accessing security and justice. These programmes may focus on self-awareness, life skills (such as interpersonal and communication skills, stress and anger management, attitudes and behaviours towards women), as well as broader awareness of violence against women. For example, a training might aim to promote attitudinal change among all uniformed personnel and security leadership or make personnel aware of their own attitudes on gender, sexuality and violence in order that they do not interfere with or prejudice investigation. See the Pakistan [Rozan Rabta](#) case study for an illustration of this type of training.

- **Skills development:** Some training programmes may seek to build the skills of officers in specific practices (e.g. response protocols, investigating reports of violence, evidence collection, risk assessment, interviewing survivors, witnesses and alleged perpetrators, case management, and prevention activities). Such programmes focus on technical training for personnel providing frontline support to survivors, including immediate protection, medical assistance, referrals and coordination with other service providers, and working with perpetrators, in dangerous situations, etc. Training objectives might include:
 - To develop specialized interviewing skills that enable officers to work effectively with victims, witnesses and suspects;
 - To develop the knowledge and skills necessary to identify, evaluate and prioritize evidence collection for exigency, probative value and accessibility;
 - To determine the risk and lethality to the victim, other individuals and the suspect in relation to a particular case of violence.
 - To develop technical, analytical and social skills to design and manage complex investigations.
 - To develop skills to engage in risk reduction and prevention activities.
- The following questions can help to establish clear objectives for training courses or programmes:
 - Who does the training target (police officers and chiefs in a specific station, from a specific unit, all recruits, etc.)? Can training be delivered to these personnel together or should there be separate courses for different grades or roles of personnel?
 - Is the purpose to increase knowledge or raise awareness? On what specific areas?
 - Is the training also intended to change attitudes or perceptions held by security personnel? Which attitudes?
 - Is the purpose to develop specific skills? Which skills?

(Rozan, 2011; UNODC, 2010; IACP, 2010; [Johannsen, Agneta M. for DCAF](#), 2009).

Promising Practice Case Study: Rabta Police Training Programme, Pakistan

The [Rabta Police Training Programme](#) was established in 1999, and is run by the non-governmental organization [Rozan](#) - in partnership with the [National Police Academy](#), [National Police Bureau](#), [Islamabad Police](#) and Provincial Police Departments. It aims to improve the relationship between the police and communities in Pakistan by providing training to increase the self-awareness and life skills of police personnel, **to improve their knowledge of gender issues**, and to **enhance their capacities to deal effectively and sensitively with cases of violence against women and girls**. Rozan has developed an “attitudinal change” training module which aims to explore **how men themselves experience understandings of masculinity** - in terms of societal expectations and norms about male behaviour. The module leverages this awareness to discuss the social roles and expectations of women. The training is implemented through **a non-confrontational workshop approach**, which sequences the building of life skills before explicit discussion of gender issues, enabling participants (who might otherwise become defensive) to participate openly and in a manner conducive to change. The programme has developed incrementally over the last ten years in response to changing gender relations and feedback from participants and partners. In its first two phases (2000-2004), and in partnership with Islamabad Police and the National Police Academy, the Rabta training programme **trained over 4,000 male and female newly recruited and serving police officers of various ranks**, including Constables through to Senior Superintendents. Key achievements of the Rabta programme include Rozan’s formal partnership with the police leadership and the institutionalization of its training module into the official training curriculum for new recruits and serving officers. Read full [Case Study](#).

Source: Seema Khan, 2011 in collaboration with Mr. Babar Bashir, Rozan Director; all quotes from Rozan staff and programme participants are from interviews conducted for the preparation of this case study in November 2010.

Promising Practice Case Study: Rabta Police Training Programme, Pakistan

“While we need to work with the survivors of violence against women, we must also work with the institutions that influence and impact their lives,” (Director, Rozan)¹

Summary

The [Rabta Police Training Programme](#) was established in 1999, and is run by the non-governmental organization [Rozan](#) - in partnership with the [National Police Academy](#), [National Police Bureau](#), [Islamabad Police](#) and Provincial Police Departments. It aims to improve the relationship between the police and communities in Pakistan by providing training to increase the self-awareness and life skills of police personnel, to improve their knowledge of gender issues, and to enhance their capacities to deal effectively and sensitively with cases of violence against women and girls.

Rozan has developed an “attitudinal change” training module which aims to explore how men themselves experience understandings of masculinity - in terms of societal expectations and norms about male behaviour. The module leverages this awareness to discuss the social roles and expectations of women. The training is implemented through a non-confrontational workshop, which aims to strengthen life skills before explicit discussion of gender issues, enabling participants (who might otherwise become defensive) to participate openly and in a manner conducive to change. The programme has developed incrementally over the last 11 years in response to changing gender relations and feedback from participants and partners. In its first two phases (2000-2004), and in partnership with Islamabad Police and the National Police Academy, the Rabta training programme trained over 4,000 male and female newly recruited and serving police officers of various ranks, including Constables through to Senior Superintendents. Key achievements of the Rabta programme include Rozan’s formal partnership with police leadership and the institutionalization of its training module into the official training curriculum for new recruits and serving officers.

Results

- **Integration of the Rabta training module into the mainstream police curriculum.** An “attitudinal change” training module for [constables](#) and [inspectors](#), which includes “sensitization” on violence against women, has been incorporated into the regular police training curricula for both new recruits and serving officers. In order to ensure the curriculum is implemented, the Rabta programme conducts [Training of Trainers](#) with instructors from police training colleges and schools across the country.
- **Systematic capacity development of police trainers across Punjab and Sindh provinces.** Through its province-focused approach since 2007, the Training of Trainers programme has been completed by over 40 police instructors, from all seven police training institutions in Punjab province, and 20 instructors from the seven schools and colleges in the Sindh province.
- **Increased commitment to gender issues.** Experience has shown indications of improvement in the Police Department’s understanding of and commitment to gender issues. For example, Rozan now receives requests from the National Police Academy for training on specific topics such as interviewing women and children survivors, rather than general training on gender.
- **Increased awareness about gender issues amongst trainees.** Analysis of self-reporting by trainees through pre- and post-workshop questionnaire results shows a significant difference in police officers’ knowledge of gender issues and violence against women before and after trainings. These assessments are employed given the limitations of measuring a single training’s impact on the interaction between police and survivors and are separate from the Rabta programme [independent evaluation](#).

Background

[Rozan](#) is a non-governmental organization founded in 1998 based in Islamabad, Pakistan. In addition to the Rabta programme, Rozan implements programmes focusing on child sexual abuse, violence against women, and the psychological and reproductive health of adolescents. Rozan provides advocacy, training, counselling and service delivery.

In 1999, Rozan was approached by a the Head of the Sihala Police Training College, who was responsible for introducing innovative community safety initiatives to help improve the interpersonal and communication skills of police personnel (e.g. Rescue 15 Emergency Response Service; neighbourhood Safe Homes Schemes and police Reconciliatory Committees), since most complaints against police related to inadequacies in these areas. The commitment of the senior official, who had heard of Rozan’s work and was acquainted with its founding members, was instrumental in establishing the training programme.

In response to this request, Rozan developed a three day ‘attitudinal change’ module for trainee [constables](#) and [inspectors](#) at the Police Training College Sihala, which included a gender component. This training module forms the core of the Rabta programme. In 2006, the module, including its gender component was approved by the National Police Academy - the national training centre in Islamabad for senior officers of civilian police agencies - as a part of the main curriculum for new recruits and serving police officers.

The objectives of the training with respect to gender and violence against women include:

- To enhance gender awareness, including the concept of gender; gender stereotypes; ideas about the different roles of men and women; how these ideas impact men and women, how they affect society as a whole, and how they affect police work.

- To provide opportunities to reflect on attitudinal behaviours and biases, and discuss misperceptions around gender-based violence (e.g. women who report rape are lying; women who experience workplace sexual harassment are prostitutes; etc.)
- To understand different forms and dynamics of gender-based violence, as experienced by women, children and men.
- To understand how these types of violence are linked to disparities between women and men in society more widely.
- To understand the role of the police in addressing gender-based violence, including changes in verbal and body language; empathy with the victim; sensitivity in dealing with traumatized individuals; etc.

Methodology

The training module, developed by a team of psychologists, anthropologists and sociologists, aims to address the different factors that contribute to the negative attitudes and behaviours of the police toward women and girl survivors. The approach acknowledges men's experience with societal norms that dictate their behaviour. Facilitators explore childhood messages regarding gender roles; discuss norms and expectations of men and women's roles; encourage discussion about police work-related stress; and seek to change poorly-developed life skills and coping mechanisms for anger.

The module is also designed to be non-threatening. Rozan's approach tries to ensure that men do not become defensive when confronted with their behaviour and that of their peers towards women and girls. The trainers build trust and encourage openness carefully and gradually, before introducing more controversial topics. Through role-play, trainees are encouraged to think about the skills that are needed in their work – for example, how to articulate their needs assertively, express anger constructively and non-violently, manage stress, empathize with others, and handle relationships effectively. The training also explores issues around power and powerlessness in society, and enables police officers to understand how their behaviour can affect survivors of violence.

According to an Islamabad Police sub-inspector and former trainee, *"We have learned that our behaviour and attitudes towards people who come to the police station are important. If we take the time to greet them, sit them down, offer them a glass of water, and listen to them properly, then that in itself can address a great deal of their worry. It is through the trainings that we understood how our behaviour can further add to the victimization experienced by survivors of violence"*.

There are three key components to the training:

Module	Issues explored
Self-awareness	Self-awareness; identity; personality; self-analysis; self-esteem; impact of childhood messages; power; personal attitudes and prejudice
Life skills	Interpersonal communication skills; attitudes and behaviours; stress management; anger management; leadership
Social awareness	Defining an ideal society; human rights; gender justice; violence against women and children; custodial violence; Islamic perspectives about these issues; International human rights conventions (UDHR , CEDAW , CRC , etc.)

Although Rozan's objective is to make police officers more receptive to gender issues, facilitators spend two-thirds of the time focusing on overall self-awareness and life skills, with only the last part of training explicitly focused on gender issues and violence against women.

Monitoring and evaluation

Rozan has developed a range of monitoring and evaluation systems for different phases of the programme, including support for an [external evaluation](#) in 2011. The first two phases of the programme focused on one-off trainings. Impact during these phases was assessed through self-reporting by trainees. Trainings were evaluated through pre-and post-workshop questionnaires, as well as follow-up questionnaires completed six months after the training. Post workshop questionnaires aimed to gather feedback about the [individual components](#) of the training and the [training module](#) as a whole as well as changes in [knowledge, attitudes and practices](#) related to various aspects of the training workshops. Follow-up questionnaires were used to determine transfer of knowledge into practice.

In phases three and four, where activities have focused on Training of Trainers, Rozan undertakes monitoring and support visits to the Police Training Colleges and Schools two to three months after training has been provided. The aim is to identify progress, challenges and further needs. During these visits, Rozan staff meet with instructors, senior management and the trainees themselves (who complete a feedback form). Staff also observe a training session, and provide feedback to the trainers. After a year, a refresher course is provided. This aims to:

- Analyze the successes and difficulties faced by the police instructors in teaching the Attitudinal Change Module in their respective police training institutes.
- Provide instructors an opportunity to practice Module topics which they have found difficult.
- Help participants identify effective teaching methods to in classroom settings in the light of their own experience.

The process

Phase 1. One-off trainings. This phase of the programme focused on providing single trainings to new and serving police officers at the Police Training College Sihala. Following an internal programme evaluation, Rozan concluded it needed to integrate its training module into the mainstream police training curriculum.

"We realized that we couldn't get to everyone, nor could we do trainings forever. It was ultimately the responsibility of the police to take ownership and establish an internal mechanism to ensure that everyone received this training." (Rozan Managing Director)

Phase 2. MoU with the National Police Academy. In 2002, Rozan approached the [National Police Academy](#) - the national training centre for the senior officers of civilian police agencies in Islamabad - and began to offer one-off training sessions there. In 2004, Rozan and the National Police Academy signed a three-year [Memorandum of Understanding](#) to provide training and capacity building. Rozan also began advocating the Academy leadership to integrate their training module into the main curriculum. They encountered a great deal of resistance, particularly regarding the gender component and concerns around terminology, with gender frequently associated with women's issues.

Evolving gender discourses

Over the 11-year period implementing the Rabta programme, Rozan staff have noted increased familiarity with gender discourses – from both the police leadership and trainees. At the same time, limited political will to address gender issues remains a challenge. Engagement with the issue is often critical and negative, and there have not been great changes in attitudes – of either the trainees or police leadership. The poor relationship between non-governmental organizations advocating for women's rights and police and perceptions of their financial or other association with foreign donors further creates resistance.

Language remains a key issue and Rozan continues to receive requests to change the terminology – using ‘gender justice’ or ‘vulnerable groups’ over violence against women. Substantively, there remain challenges related to discussing issues traditionally resolved by the elders of family and community, and kept hidden from the public. Despite the legal framework and awareness-raising, participants, even at the level of Assistant Police Superintendents, continue to debate whether domestic violence is a private or public matter, if it is ever justified and whether police should intervene (Rabta 2009-10 Annual Report).

Phase 3. Module integration into the National Police Academy training curriculum.

By 2005, as a result of the CEDAW process and civil society advocacy, gender issues were high on the political agenda. Public sector institutions were becoming more familiar with discourses and language related to gender, and subsequently more open to the issue. In 2005, government ministers instructed the National Police Academy to bring changes within the police, and make the curriculum more gender-sensitive. The Academy approached Rozan and in 2006, their Attitudinal Change Module (including gender component) was approved as a part of the main curriculum for new recruits and serving officers.

The key challenge was how to implement trainings on such a large scale. Rozan began by training trainers from police training colleges and schools across the country. In 2006, 66 male trainers were invited to the National Police Academy with the expectation that they would carry out further training sessions upon return to their respective schools and colleges. However, limited political will at the senior level resulted in a lack of incentives, monitoring and evaluation for the follow-up by trainers. Rozan’s own monitoring found that, six months later, out of 21 schools and colleges, only five had implemented the modules. In most cases, the trainers had either been transferred or did not apply the new module.

Phase 4. Phased strategy of orientation and targeted training for provincial-level trainers.

As a result of their experiences, Rozan revised their implementation strategy in 2007. Instead of centralized training, they began to implement a longer-term, phased approach at the provincial level. This strategy has been implemented in two of Pakistan’s four provinces – Punjab and Sindh. Rozan met with Heads of Training at the provincial level, and - with their support – visit all police training colleges and schools in the province to provide a one-day orientation to all three types of trainers - Law, Weapons, and Drill trainers. Rozan concluded that this wider sensitization would be more effective than simply training a smaller selection of trainers, who would struggle to implement changes without broader support. The orientation phase aims to create a larger pool of trainers. Depending on levels of commitment and awareness, 25 to 30 trainers are selected from this pool to undertake the attitudinal change training. From that training, four to five of the most suitable and committed trainers are selected to undertake Training of Trainers (i.e. instruction on how to teach the earlier five-day module). The model allows Rozan to control the selection of trainers based on their level of interest, sensitivity to the issues, education, skills, etc., and enhances the likelihood that trainers will deliver the module when they return to their colleges and schools.

Lessons learned

Changes in the overall political context can create important opportunities for change. The primary concerns of the police leadership in approaching Rozan to conduct trainings related to improving interpersonal skills and attitudes amongst police personnel. Rozan saw the request as an opportunity to address the additional problem of abusive or insensitive treatment of female survivors by some police personnel, which discourages women from reporting abuse. Rabta’s success in achieving institutionalization of the training module was also, in part, the result of a change in political leadership; and the pressure created on the government through reporting requirements on its international commitments to gender.

Rozan continues to encourage discussion of gender issues and violence against women at the national and regional level, and contributes to debates among civil society organizations about the importance of working with the police. In October 2010, Rozan organized a regional conference on 'Gender and Policing', which aimed to provide a forum for researchers and practitioners to share experiences and lessons learned. Key messages that emerged included that effective legislation and increasing the numbers of female officers are key to addressing gender-based violence.

Adopting a context-sensitive, phased approach to training is critical to the successful engagement of police. Training should be context-specific and aim to understand the cultural and social factors that might influence participants. The participants' familiarity with gender discourses, prior gender training experiences, and the institutional context within which they will be expected to operate should also be assessed. This context should inform the curriculum and training methods used. The attitudinal change model, which works on wider issues of self-awareness, personality, men and masculinities, appears to be successful in enabling participants, who might become defensive using a more direct approach, to talk about the gender issues they face, to gradually open up during the workshop and to engage in a way that is conducive to constructive discussion and change.

Taking a long-term perspective allows training programmes to tailor activities to the changing context. The Rabta programme has evolved gradually over time, and activities have developed incrementally through reflection of lessons learned. This includes consideration of participant feedback, Rozan's own vision and understanding of its role and scope in the process, the changing political environment and evolving gender discourses.

Transferring ownership of gender sensitization to the National Police Academy was critical to ensuring that gender issues did not remain peripheral, although gender mainstreaming must also be integrated across the curriculum. Organizational commitment to gender issues has meant that internal mechanisms ensure implementation of trainings. Rozan's training of internal police staff through 'training-of-trainers' enhances institutional capacity on gender, and creates a bank of institutional gender trainers familiar with the internal environment. However, the Attitudinal Change Module (with its gender component) is still treated as a stand-alone training module, and gender training and violence against women awareness are not yet incorporated across all training that officers receive. This also perpetuates a contradiction between the Attitudinal Change Module's message on the status of women, and what is taught through the legislation modules (i.e. a woman's testimony is considered half as credible as a man's).

The wider institutional environment can deeply impact the sustainability of attitudinal change. Through monitoring, Rozan has found that, about six months after the training, there is a general decline in terms of knowledge and sensitivity amongst officers. Reasons for this include: one-off training; lack of long-term contact with the Trainers; a non-supportive culture within police stations and security institutions generally; senior officer influence; lack of female officers; and infrastructure/ environmental constraints within local facilities. Training sessions should be followed with further capacity building, for example refresher courses, support on specific gender issues, and/or technical courses, such as interviewing techniques.

"Gender training must be part of a larger programme to make the police force more gender-responsive. This requires addressing the overall culture of the police system, making the working environment more sensitive to the needs of women police officers, ensuring fairer distribution of resources across the lower and higher cadres, instituting accountability mechanisms, and developing public complaints and oversight mechanisms".

Rozan Director

Training alone cannot transform the police. Structural issues affect the extent to which police can respond effectively to gender issues. The Rabta training is only one part of wider efforts to achieve greater police responsiveness to gender-based violence in Pakistan, which must include institutional and structural reforms. A comprehensive and explicit approach to gender-responsive practices is also needed at a structural and institutional level (e.g. to change current laws and procedures that may not support greater gender sensitivity). One former trainee commented: *“there is only so much the police can do if women rights aren’t protected within the system – by law. Certainly, since the 2007 Women’s Protection Bill was passed, the police take women’s complaints much more seriously”*.

Reform-minded individuals can create opportunities for changes in often closed security institutions and systems. The Rabta programme benefited from the vision of a senior police official, who knew Rozan’s work through his networks. Development actors should aim to identify and cultivate relationships with such individuals, and engage them to bring about targeted and sustained change. They should also aim to win senior management support for gender training and ensure that senior managers also receive gender training. However, efforts should not be too focused on individuals, as there is a risk that achievements can be lost when individuals transfer or leave their role within the institution.

Source: Seema Khan, 2011 in collaboration with Mr. Babar Bashir, Rozan Director; all quotes from Rozan staff and programme participants are from interviews conducted for the preparation of this case study in November 2010.

Design training content based on best practice

- **Training should start with issues that personnel may be more comfortable discussing** (how to identify security priorities, the health and working conditions of personnel, legal obligations of police related to human rights and violence against women, etc) and gradually introduce more sensitive subjects such as gender inequality and violence perpetrated by personnel). This can help build trust between participants and trainers, which is critical for effectively engaging security personnel in discussing taboo and controversial issues and challenging their own attitudes and practices (Rozan, 2011; UNFPA, 2009). See examples of how this was done in [Pakistan](#) and [India](#). To date, most training with security personnel has been focused broadly on gender or women's human rights rather than specifically addressing violence against them. More recently, there have been a growing number of courses and modules specific to violence against women, and at least 89 countries have conducted training with police on the issue (Secretary-General's Database, 2011).
- **Existing materials should be reviewed and adapted where possible to maximize time and resources and build on best practice.** A wide range of relevant training curricula and materials have been developed in different countries by police and military academies, gender units and ministries supported by non-governmental organizations and donor agencies. In some countries, there are efforts underway to consolidate these materials and form a repository of resources and best practices for both general training on gender and human rights and more specific training in areas like investigation and interviewing survivors. These should be reviewed as a first step in developing any training curricula. See [training materials](#) for police; and country-specific information on training initiatives may be found through the [Secretary-General's Database \(filter for training\)](#).
- **Violence against women should be addressed within a standard curriculum for all police and army personnel and be given to both new recruits and as part of in-service training**, with relevant topics including (Kleppe, T. 2008; Commonwealth Secretariat, 2006; Bastick, M. and Valasek, K., 2008):
 - **General gender equality and diversity awareness** (e.g. meaning of gender vs. sex, masculinities/femininities, gender mainstreaming, equal participation)
 - **Respect for and promotion of human rights**, including the human rights of women and girls
 - **How the security needs and perceptions** of women, men, girls and boys differ / are alike
 - **The types, [causes](#) and [consequences](#)** of gender inequality and violence against women, including risk and protective factors for [individuals, relationships communities and society](#)
 - **Relevant national/local statistics** on violence against women and girls (e.g the extent and forms of violence experienced by women and girls in the community, with examples of the context in which they occur – respecting confidentiality and anonymity of survivors)
 - **National, regional and international [legislation](#)** and conventions related to violence against women and women's human rights and the [responsibilities of security actors established by legal frameworks](#)
 - **Institutional [policies and codes of conduct](#) on domestic violence, discrimination, sexual harassment and sexual exploitation and abuse** (definitions, prohibitions, complaint procedure, disciplinary procedures)

- For staff who respond to incidents of violence and directly work with survivors, more specific training should be provided to increase their knowledge, skills and capacities in the following areas:
 - [Response protocols and practices](#) for different forms of violence (domestic violence, rape/ sexual assault, trafficking, etc.)
 - **Techniques and ethical guidelines for the protection and treatment of survivors.**
 - [Investigation procedures](#) for different forms of violence, including forensic evidence collection.
 - **Techniques for [interviewing survivors](#)**, ensuring the rights of women and girls are protected and she does not suffer revictimization, monitoring for signs of trauma, etc.
 - See for example, a [training video](#) developed for the Turkish Police, which covers the process of receiving and interviewing a survivor of domestic violence (Turkish Police and UNFPA, 2007).
 - **Statement writing and report writing.**
 - **Violence prevention**, which can help police to promote zero tolerance of abuses against women and engage communities to demonstrate their commitment to ending impunity and eliminating violence.
 - **Training on the [referral network and coordinating with other service providers](#)** to ensure survivors get the medical, legal, psychosocial and other support they need.

Example: Gender-based Violence Module for Police Training Curriculum, Uganda

In 2009, a training module was developed for the Ugandan Police Force in collaboration with the Ministry of Gender Labour and Social Development to help develop officer skills to respond to cases of violence against women reported at police stations. The module requires 26 hours or approximately 6 hours per day conducted over 4 days, with topics tailored to increase officers' knowledge, address negative attitudes and belief systems regarding gender-based violence to enable officers to develop necessary skills to effectively respond to violence cases. The module comprises 2 parts:

Part A: Increasing knowledge

- What is gender-based violence (GBV)?
- Overview of GBV
- Myths and stereotypes about GBV
- GBV as a human rights issue
- Overview of domestic violence
- Cause and consequences of domestic violence
- Cycle of domestic violence
- Characteristics of offenders
- Understanding HIV PEP for survivors of sexual assault
- Understanding sexual assault
- Victim blame

Part B: Skills building topics

- Procedures of handling survivors of GBV
- Understanding the Domestic Violence Act and the police's role to enforce it
- Guiding principles of handling cases of GBV
- Interviewing cases of GBV
- Risk assessment and safety planning
- Determining the predominant aggressor
- Giving options to survivors of GBV

Source: Alal, Y. 2009. [Responding to Violence Against Women: A Training Manual for Uganda Police Force](#). Kampala: [Centre for Domestic Violence Prevention](#).

Example: Training module on dealing with witness and victims of war-related crimes

The Organization for Security and Co-operation in Europe - Office for Democratic Institutions and Human Rights has formulated a training module on International Criminal and Humanitarian Law for prosecutors, investigators/police, judges and Defense counsel dealing with witnesses and victims of war-related crimes.

Participants are taught techniques for appropriately questioning traumatized witnesses and victims, and have opportunities to practice them through simulated exercises in a controlled environment. Specific training topics include:

1. General interviewing approaches and best practices
2. Protection of witnesses:
 - a. Assessment of protection needs
 - b. Legal framework
 - c. Accessing protective measures (e.g. voice distortion, pseudonyms)
3. Scope of direct examination, cross-examination and redirect, where applicable
4. Types of questions and when to employ them (open, closed, leading)
5. Techniques for questioning eyewitnesses, experts and hostile witnesses
6. Appropriately and effectively questioning traumatized witnesses
7. Witness support and how to access it
8. Recognizing and dealing with secondary trauma

Sources: [OSCE Office for Democratic Institutions and Human Rights \(2009\) Supporting the Transition Process: Lessons Learned and Best Practices in Knowledge Transfer Final Report](#); [Bastick, M. and de Torres, D. \(2010\), 'Implementing the Women, Peace and Security Resolutions in Security Sector Reform – Tool 13', Gender and Security Sector Reform Toolkit](#), Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW

Key Tools: Training Manuals and Resources

- ***Prevention and Response to Conflict-Related Sexual Violence*** (DPKO, 2011). As part of its Specialized Training Materials on Protection of Civilians, this module is for trainers of senior military officers in United Nations peacekeeping units. The module aims to familiarize peacekeeping personnel with: an understanding of the nature of sexual violence in armed conflict, and enable them to consider and implement strategic, operational, and tactical protection measures; the Analytical Inventory of Peacekeeping Practice on Prevention of and Response to Sexual Violence; and military command measures associated with the protection of civilians under threat of violence, particularly sexual violence. The module includes detailed facilitation guidance and material for delivering a training presentation and facilitating scenario-based exercises for responding to conflict-related sexual violence. Available in [English](#).
- ***Training curriculum on effective police responses to violence against women, Criminal Justice Handbook Series*** (UNODC, 2010). This training curriculum is for trainers working with police. The curriculum accompanies a [UNODC Handbook](#) and is designed to help local and national police develop the knowledge and skills required to prevent, respond to and investigate acts of intimate partner violence against women. The curriculum contains seven modules, which include distinct learning objectives, a bullet-point summary of the content found in the accompanying Handbook and suggested learning activities, with participant handouts and a Training of Trainers background note to support the training process. Available in [English](#).

- ***Police Response to Violence against Women*** (International Association of Chiefs of Police, 2010). Provides training materials and other tools to improve law enforcement personnel's ability to respond effectively to human trafficking, sexual assault, domestic violence by police officers and domestic violence and all other crimes against women. Available in [English](#).
- ***Gender and Security Sector Reform Training Resource Package*** (Bastick, M. and Valasek, K. DCAF, OSCE/ODIHR and UN-INSTRAW, 2009). Designed to provide a practical introduction to gender issues for security sector reform practitioners and policy-makers, the Toolkit includes 13 Tools and Practice Notes. The Gender and SSR Training Resource Package is designed to provide a wide range of exercises, discussion topics and examples from the ground that can be adapted and integrated into SSR training. This guide is explicitly designed for security sector trainers and educators. Available in [English](#).
- ***Child Domestic and Gender Based Violence and Related Abuses Training Manual*** (Rwandan National Police Criminal Investigation Department, 2008). This manual is a resource for law enforcement officers and trainers to improve police interview techniques in gender-based violence, including sexual abuse cases. The tool provides detailed guidance on the process and manner for interviewing survivors, including child victims of sexual abuse, as well as taking statements from witnesses and interviewing alleged perpetrators. Available in [English](#); 32 pages.
- ***'Gender Training for Security Sector Personnel' Gender and Security Sector Reform Toolkit*** (Bastick, M. and Valasek, K., 2008). Designed to provide a practical introduction to gender issues for security sector reform practitioners and policy-makers, the Toolkit includes 13 Tools and Practice Notes. Practice Note 9 is based on the longer Tool 9 and provides a short introduction to the benefits of conducting gender training, as well as practical information on doing so. Available in [English](#).
- ***'Gender Training for Security Sector Personnel: Good Practices and Lessons Learned Tool 12', Gender and Security Sector Reform Toolkit*** (Kleppe, T., 2008). Part of a larger toolkit for security sector reform practitioners and policy-makers, Tool 12 is a practical guide for staff of security institutions, international and regional organizations, and civil society that plan, conduct or evaluate gender training for security personnel. It covers preparing, implementing, and evaluating gender training for security personnel. Available in [Arabic](#); [English](#); [French](#); and [Indonesian](#).
- ***India Manual for Training Police on Anti Human Trafficking*** (UNODC, 2008). This resource is for training police and is a part of UNODC's series of anti-human trafficking tools. It provides guidance on working with police to understand their role to address the issue using a human-rights based framework. Organized into 4 modules, the manual covers: an overview of trafficking and related concepts; police responses to trafficking cases, including a list of do's and don'ts; police conduct, such as behavior, attitude, and communication; and detailed guidance on training and facilitation. The modules and suggested agendas and activities may be used together or as separate training pieces. Available in [English](#).
- ***Responding to Domestic Violence: A Handbook for the Uganda Police Force*** (Turyasingura for Center for Domestic Violence Prevention, 2007). This Handbook provides background information on the problem of domestic violence as an abuse of human rights and provides guidelines on how to interview the victims, children who are affected by domestic violence as both victims and witnesses, and the perpetrators of domestic violence. Available in [English](#).

- ***Commonwealth Manual on Human Rights Training for Police*** (Commonwealth Secretariat, 2006). This training manual provides a ready-to-use resource for police and law enforcement trainers in Commonwealth countries, enabling them to build human rights standards, principles and approaches directly into the ordinary, existing curriculum of their training institutions. The manual includes a specific chapter on Women's Rights, which covers domestic violence, international standards and practices applicable when dealing with violence against women, trafficking and exploitation of women, as well as women police officers. Available in [English](#).
- ***Police Response to Crimes of Sexual Assault: A Training Curriculum 2nd Edition*** (Hunter, 2006). The curriculum is designed for law enforcement professionals dealing with sexual assault and is divided into six modules: overview of sexual assault, definitions and related statutes, procedures for police investigations including collection of evidence, services available to victims, information for sex offenders and legal issues. Based on the context in the United States, the curriculum may be adapted to various settings. Available in [English](#).
- ***Gender and Citizen Security Regional Training Manual*** (GTZ, 2005). This training manual, developed within the framework of the regional project with the Nicaraguan police. It comprises background text, guidance for trainers working with law enforcement personnel and supplemental material to support the training and programming efforts to improve the responsiveness of security institutions and personnel. Available in [English](#).
- ***VIP Guide: Vision, Innovation and Professionalism in Policing Violence Against Women and Children*** (L. Kelly for The Council of Europe, 2003) This guide, developed by the Council of Europe, is a guide for police officers, managers and trainers to promote awareness of the different forms of violence against women and children, including trafficking. The guide is part of a larger training package from the Council of Europe Police and Human Rights Programme and may be used as a self-study or targeted training on individual topics, and is accompanied by a website and CD-Rom. The guide is organized into 15 chapters that provide background on issues of violence, including definitions, research findings, common misunderstandings, and good practice on addressing the different forms of violence. Available for purchase in [English](#), 208 pages.
- ***Sexual and Gender-Based Violence Course*** (Pearson Peacekeeping Centre). This course, initially developed for the UNAMID mission in Darfur and later used to train Sudanese National Police, is now available as a core module for institutions to enhance the operational skills of personnel in a UN or regional/hybrid mission. The training reinforces key skills such as interviewing victims, witnesses and suspects, problem-solving, communication and mentoring. Available through the [Centre](#) in [English](#), French and Spanish.
- ***Guidelines for Police Training on Violence against women and child sexual abuse (2nd edition)*** (Commonwealth Secretariat, 1999). These guidelines cover eight specific issues: Gender, human rights and the law; Police attitudes and sensitization; Crime prevention approaches to repeat victimization; Perspectives on offender profiling; Evidence and investigation techniques; Medical and forensic evidence and investigation procedures; Liaison with non-police organizations; and Statistics, data collection and case management. Training modules on rape, other sexual offences, domestic violence, child abuse and protection are also noted as models of good practice from select Commonwealth countries. Available in [English](#).

- ***The Kofi Annan International Peacekeeping Training Center*** undertakes and delivers research and training programmes that contribute to global peacekeeping operations. The Centre provides a range of courses for international peacekeepers, including on the rule of law and sexual exploitation and abuse. Available in [English](#).
- ***Women's Human Rights Training*** (Advocates for Human Rights, 2003). This resource provides guidance for conducting awareness-raising training with institutions, services providers, including law enforcement, or community organizations on various forms of violence. The site includes guidance for facilitators on developing training methodologies as well as sample training materials, including evaluation forms. Available in [English](#).
- ***Successfully Investigating Acquaintance Sexual Assault: A National Training Manual for Law Enforcement*** (National Center for Women and Policing and U.S. Department of Justice's Violence Against Women Office, 2001). This set of training materials is a manual for police investigating acquaintance sexual assault. The module is designed for police and examines the various issues relevant in cases involving false allegations, including indicators and investigation of such cases. Available in [English](#); 22 pages.
- ***Training and Awareness-Raising for Professionals*** (WAVE, 2000). This training manual contains basic information and training material relating to the issue of violence against women in intimate relationships, based on the context across Europe. It is designed for use in training and advancing training courses for professionals in various fields, with specific modules and handouts for training law enforcement. Available in [English](#).
- ***The Violence Against Women Training Materials*** (Soul City: Institute of Health and Development Communication, 1999). The package includes materials for trainers working with the police, health workers, court clerks, and service providers for abused women. The resource comprises posters, a comic book, video, handbook and training courses, with material developed from Matlakala's Story in Soul City's fourth series as a separate training. Available by [purchase](#) in Afrikaans, English, SeSotho, Xhosa and Zulu (select materials); various lengths.
- ***Sexual Assault Prevention and Response Office Website*** (US Department of Defense). This website is a resource for military personnel, advocates, trainers and the general public to better understand the United States military's policies and practices in addressing sexual assault by military personnel. The site features policy and research publications, audio-visual training resources, public information materials and links to support services for affected military personnel and civilians. Available in [English](#).

Invest in careful planning and methodology design

Key steps in planning, implementing and evaluating police training initiatives include:

- **Conduct a training [needs assessment](#)** preferably with the participation of or in close collaboration with police or military leaders and personnel. This should identify current practices of personnel, gather community perspectives on their work to address violence against women, and assess specific gaps in the knowledge, awareness and skills of staff. See for example, the needs assessment used to inform a UNICEF-supported training for the Karnataka State Police (India).
- **Conduct a [situational analysis](#)**, reviewing the role of security institutions/actors in prevention and response. This may involve compiling policies, protocols and standard operating procedures for police response and investigation of incidents, both cases perpetrated by civilians as well as by members of the police or armed forces. Analyze reported cases of violence and their progress. For example, it is important to include closed cases and note: reason for case closure (e.g. arrest/exception - such as death, unable to find/identify suspect; unfounded-insufficient evidence to prove or disprove report; false-report was fabricated, or suspended- ongoing cold-case). This information can help to understand how a police department is handling both outside and internal reports and identify relevant knowledge and skills needed when planning a training programme.
- **The training approach should be participatory and promote many opportunities for individual and collective learning, reflection, and discussion** with practical exercises using a variety of methods involving partner, small and large group work, for example:
 - Brainstorming exercises (e.g. the causes and consequences of violence)
 - Role plays and simulated exercises (e.g. practicing steps to follow when receiving and interviewing survivors)
 - Discussion and problem-solving activities around a hypothetical case study or topic (e.g. interviewing techniques)
 - Practicing real-life scenarios and cases (e.g. receiving survivors; responding to a domestic violence call for assistance)

For example, the [United Nations Department of Peacekeeping Operations](#) has developed a scenario-based training module on [Prevention and Response to Conflict-Related Sexual Violence](#), which includes four different scenarios for trainees to discuss related to military responses in receiving survivors, planning actions in response to various incidents of conflict-related sexual violence based on the context in the Democratic Republic of the Congo. Background information, including a video and guidance for trainers is included within the module.

- ‘Fish-bowl’ exercises, where select participants enact a role-play, which becomes the basis for a group discussion on the process/ actions observed
- Take-home assignments, such as creating a role play or responding to a specific case
- Using audio-visual materials (e.g. videos, television broadcasts, posters, etc)

For example, the United States Military’s [Sexual Assault Prevention and Response Office](#) has developed specific [training videos](#) on sexual assault and accompanying guides for in-service military personnel. See the Department of Defense Video ["Your Actions Make a Difference"](#) and companion [training guide](#).

- Individual and collaborative exercises in phrasing questions (e.g. preparing a series of appropriate questions for interviewing trafficking survivor or partners creating examples of appropriate and inappropriate dialogues between police and survivors)
- Games to develop listening skills (e.g. recalling a series of events related to a specific case of abuse; identifying safety concerns expressed by a woman or girl reporting an incident)
- Where possible, **use locally relevant practical examples** about specific cases of violence or abuse and how they were addressed, while ensuring that individual identities are not identifiable in the selected examples.
- In some cases, it is useful to engage **different practitioners to contribute** to a training session (e.g. a lawyer on relevant legal provisions on violence against women; prosecutors on gathering and documenting evidence; a doctor to discuss the health implications of violence and potential treatment issues to be considered by police responding to incidents). This can increase the credibility of the information delivered to trainees.

Example: Police training course on domestic violence (Male, Maldives)

In 2005, the Ministry of Gender Family Development and Social Security, supported by the British Council, organized training for police officers of different ranks in Male on addressing violence against women including domestic violence with an overall aim to improve the services provided to survivors. The course aimed to enable participants to:

- Clearly understand violence against women, particularly domestic violence as a critical issue.
- Understand gender and its relationship to violence.
- Identify victims of domestic violence.
- Communicate with victims in a proper and un-intimidating way.
- Advocate strategies to eliminate domestic violence.
- Share their knowledge with colleagues.

Participants included 20 police officers (from the Family and Child Protection Unit, the uniformed police, and an officer from the forensic department), with the majority of officers of constable rank along with 1 sergeant, 2 corporals and 2 lance corporals from the capital city.

The training involved informal lectures and small group work for the participants to discuss and provide feedback, as well as guest speakers including:

- a counsellor who provided an in-depth case study,
- a medical doctor who presented several case studies and outlined health implications,
- a representative of the Maldives Police Service highlighting local police issues, and
- lawyers who discussed the law in the Maldives and its implications for investigating domestic violence.

Since its first launch in 2005, the training has been mainstreamed within a one-year Diploma in Police Studies, designed by the Police Academy and accredited by the Maldives Accreditation Board. In addition to the course on domestic violence, the Diploma covers modules such as forensic science, criminology, modern concepts of criminal investigations, law and procedure, police ethics and accountability, leadership and police management and child abuse.

Source: [Maldives Police website](#); Gregg L. 2005. 'Educating Police in Domestic Violence and Violence Against Women'. Maldives Government.

- **Training should be carefully evaluated:** In addition to collaborative planning methods that allow participant feedback into the design and content of the course, programmes should integrate activities before, during and after the training to measure any contributions that may be associated with the training on the knowledge, attitudes and (over the mid- to long-term) practices of individuals and units to ensure the relevance and effectiveness of trainings. Methods for evaluating the results of training include:
 - pre-post tests (i.e. a baseline and an evaluation of participant learning outcomes), which should be tailored to the specific learning objectives and materials covered in the training)
 - post-training observation visits or qualitative techniques such as [most-significant change](#) (See also the [monitoring and evaluation](#) section of this module).
 - personnel assessments, which are important to measure application of practices promoted by gender-based violence trainings in the workplace; monitor progress in knowledge and skills developed on the issue; and demonstrate commitment to the issue as a valued component of professional development.
 - participant evaluations, which enable trainees to provide feedback on the approach, content and overall experience of a training programme.

Sample pre-post assessment questions related to understanding violence against women and responding to incidents

1. Name five different forms of violence against women.
2. Name five physical and/or psychological effects of sexual violence on a survivor.
3. What are three responsibilities of police in addressing gender-based violence?
4. What are three reasons that a woman or girl may not want to file a case with police?
5. Explain why it is important for police to get consent before interviewing a survivor?
6. Give two examples of appropriate questions to ask a survivor to learn about the incident being reported during the interview process.
7. How can a police officer demonstrate active listening skills?
8. What can police personnel do to help survivors feel confident to tell them what happened, and ask for help?
9. Describe how to conduct safety planning with a survivor.
10. Name at three other sectors/ agencies that police should engage when responding to an incident of domestic violence.

Adapted from: IASC Gender-based Violence Area of Responsibility Working Group, 2010. Caring for Survivors of Sexual Violence in Emergencies Training Pack- [Pre-Post Assessment](#). GBVAOR. New York; UNFPA. 2009. Advanced Training of Trainers Workshop- Supporting Survivors of Violence: Pre-Post Test. UNFPA and Ministry of Social Affairs. Nyala.

Example: Post-training Feedback Questions

Please rate on a score of 1-5 (1 = poor, 5 = excellent)

1. Value of this topic in relation to my job _____
2. Usefulness of the course content _____
3. Presentation methods used _____
4. Trainer's ability to transfer knowledge _____
5. Atmosphere conducive to participation _____
6. My opinions were taken into consideration _____
7. Value of the Fact Sheets _____
8. Relevance of the Worksheets _____

Please answer the following questions in your own words:

9. Have you suggestions about additions to the course?
10. Is there anything you think should have been dropped from the course?
11. What did you enjoy most about the course?
12. What did you dislike most about the course?
13. What aspect of the course did you find most useful?
14. What aspect of the course did you find least useful?
15. Was the course _____ a) Too long _____ b) Too short _____ c) The right length
16. Do you have any comments to make about the logistic arrangements for the course (e.g. room, food)?
17. Do you have any other comments to make?

Extracted from: Tönisson Kleppe, T. 2008. '[Gender Training for Security Sector Personnel: Good Practices and Lessons Learned Tool 12](#)', *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN INSTRAW.

See also

- ***In-Service Training Program Evaluation Form*** (Turkey Police with UNFPA). Available in [Turkish](#).

Promising practice: Design of Karnataka Police - UNICEF training on violence against women and children (India)

In 2001, UNICEF launched the Gender Sensitization and Police-friendly Project, which developed a training module focusing on violence against women and children involving over 500 police personnel, from the Director-General and Inspector-General to police constables in remote stations. It was supported by resource persons and women's and children's organizations across the State. In 2003, the in-service training process began and, in 2005, the project was expanded to cover police training schools and academies. By 2007, a project had developed in eight districts of north Karnataka and in Bangalore, and focused on preventing trafficking of women and children and other forms of violence against them.

In recognition of the need to be pro-active in addressing violence against women, the Karnataka police committed to providing training to its officers. By December 2006, over 2,800 police personnel had been trained in workshops, including 327 probationary sub-inspectors, and 754 probationary constables.

The training design began with documentation of procedures and police interactions in cases related to women and children. Conducted in 10 police stations in Bangalore over a 6-week period, the review revealed:

- Very few cases related to women and children reported to police were registered
- Counselling was often seen as a substitute for registration of cases (i.e. police saw their role as counsellors in domestic cases rather than upholders of the law).
- The prevalent attitude of most officers was to minimize the violence incident, which denied the complainant's right to legal justice (this included cases where the complainant insisted on registration, but the police did not support the request)
- Police personnel were more sympathetic towards children's issues compared with their responses to women
- Violence against women and children was not seen as part of 'mainstream' activities of the local station, but were often referred to the women's police station.
- The limited powers of the women's police stations, as well as the abdication of responsibility by the system, overall, resulted in further injustice to complainants

In response, a three-day workshop was designed with input from officers as follows:

Day I:

- | | |
|------------|--|
| Session 1 | Questionnaire on women and children (completed at start of the training) |
| Session 2 | 'Redefining the Role of the Police': introduction by senior police officer |
| Session 3 | Introductory 'icebreaker' session with all participants |
| Session 4 | Group exercise emphasizing the role of the police |
| Session 5 | Simulation game to refresh the participants |
| Session 6 | 'Gender and Power Relations – an Institutional Analysis of Violence' |
| Session 6a | Group work on gender relations |
| Session 7 | Administrative and workshop related issues |
| Session 8 | Screening of appropriate film |

Day II:

- Session 1 Review by the participants of the previous day's sessions
- Session 2 'Rights of children and responsibilities of police – legislation & procedures.'
- Session 2a Group exercise to understand children's rights
- Session 3 Presentation by a children's collective/ organization working with children
- Session 4 Simulation game to refresh the participants
- Session 5 'Violence against women: legislation, procedures, issues before police
- Session 6 Sharing of experiences by a women's organization
- Session 7 Counselling skills in police work—to help complainants and understand when specialized support is required
- Session 8 Performance by a local theatre/cultural group on violence against women

Day III:

- Session 1 Review by the participants of previous day's sessions
- Session 2 Game on resource distribution and attitudes
- Session 3 'HIV/AIDS and interactions between the police and public'
- Session 3a Simulation to understand gender and sexuality, through power relations
- Session 4 'Prevention of Immoral Trafficking Act and issues before the police'
- Session 5 Game to refresh participants

Day III:

- Session 6 'Public Perceptions and Police Behaviour'
- Session 7 Sharing of experiences and participant feedback, including a repeat distribution and collection of the women and children questionnaire
- Session 8 Cultural programme by participants and distribution of certificates

Based on the success of the project, the Karnataka State Police committed to including violence against women training in the curriculum for new recruits in the State's six police training schools.

- See the **Training and Resource Manual for Police Personnel** (Karnataka State Police and UNICEF, 2003).

Source: [Karnataka State Police and UNICEF. 2007. *The Gender Sensitisation and People-friendly Police Project.*](#)

Case Study: Training on assisting domestic violence survivors in Honduras

In 2002, the [National Institute for Women](#) and the Ministry of Security in Honduras collaborated with the United Nations Population Fund (UNFPA) to design and institutionalize training for police to ensure that the [1997 Law Against Domestic Violence](#) was properly implemented; upholding women's rights and ensuring survivors have access to recourse and services. Classes on domestic and interfamily violence were incorporated into ongoing training in the 3 police education centres - the [Police Instruction Centre](#), the [National Police Academy](#) and the [Superior Police Education Centre](#). By the end of the initial 3-year pilot period, 6,529 students and active police members - 5,624 men and 905 women – had successfully completed the modules. The course evolved from a pilot to an ongoing institutionalized component in the police education centres in which every police officer throughout the country (approximately 1,500 men and women per year) received comprehensive training on domestic violence, gender equality, and sexual and reproductive health.

The training contributed to:

- a better understanding of women's issues such as sexual and reproductive health among the police, including chiefs and high-ranking officials;
- greater self-awareness reported by female police participants on their own experiences with or witnessing of abuse;
- increased understanding and reflection reported by male personnel related to their own abusive behaviour in their families and their homes;
- greater understanding of domestic violence among veteran police officers, particularly in regards to dispelling myths related to violence against women; and
- improved capacity to prevent and respond to domestic violence, with increased credibility of officers among survivors and others at-risk.

Read the full [Case Study](#).

Source: [United Nations Population Fund, \(2008\) Programming to Address Violence Against Women: 8 case studies \(volume 2\). UNFPA. New York.](#)

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Design of the training programme

The initiative was overseen by a technical committee with representatives from the three organizations, and which had regular contact with the highest levels within the organizations. The training initiative on gender equality, women's rights and domestic violence set out to reach a wide range of police officers - from new recruits to students in a law enforcement degree programme, to long-standing in-service personnel. The educational levels of the trainees varied from completion of primary school to secondary school graduates. Attitudes ranged from openness to cynicism. To succeed in transforming the police force from sceptics into allies of domestic violence survivors, the training had to be culturally sensitive, grade-level appropriate, reality-based and tailored to the context of each education centre.

A consultant was recruited based within the Police Instruction Centre in order to understand the organization and its culture during the preparation of materials. The [National Institute for Women](#) developed a core group of instructors who conducted sensitivity training and workshops at departmental command posts throughout the country to ensure that all police personnel had a similar background on the issue. The two-day training covered topics such as the difference between sex and gender; sex and reproductive health; the cause and effect of inequality; details of the [Law Against Domestic Violence](#); and how it related to police enforcement. The Institute began training the trainers, with teacher manuals, student workbooks, audiovisual equipment and other classroom tools delivered to the Police Instruction Centre in 2003 for an initial four-month training.

With the first training underway, materials and methodologies were customized for the National Police Academy curriculum. The training for the Police Instruction Centre, a non-degree programme, was composed of 20 sessions of 50-minutes each over a period of 20 days. The National Police Academy curriculum, on the other hand, needed to be more in-depth. The students in the Academy were studying to be high-ranking officers and working towards a four-year college degree. The Technical Committee decided to have 60 class hours divided into two modules; one that would last during the first two years of the Academy and the second to be conducted over the last two years. The method would reinforce issues of gender and violence against women throughout the four years of study, underscoring the urgency and importance of the issue for the future police commanders. The course was incorporated into the 2005 National Police Academy school year.

The greatest challenge was effectively reaching veteran police officers who were less receptive and set in their practices. Prior to applying for a higher rank, police officers participated in courses at the Superior Police Education Institute. These officers showed greater resistance to ideas of gender equality, women's rights and enforcement of the domestic violence law, which many saw as a family issue rather than a legal problem. To be effective in this context, the participatory approach was complemented with direct instruction by experienced trainers from the [National Institute for Women](#). In addition to the theoretical component, CD-ROMs and other supporting documents and exercises were developed for use outside the classroom. By combining the knowledge and skills of the trainers with real-life examples, the course aimed to dismantle the entrenched resistance of some veterans.

The course material was approved from the highest levels of government, including the [Ministry of Security and Police](#). This helped engage veteran officers, who were accustomed to the vertical, top-down chain of command in the police department. In many respects, the successful implementation of gender sensitivity and the enforcement of the domestic violence law could only succeed with support of higher-ranking officials. Based on reports from participants, the most positive changes occurred among the veteran police who had reluctantly participated in the training.

By the end of the initial three-and-a-half-year training, 6,529 students and active members of the police - 5,624 men and 905 women - successfully completed the modules. As a fixed part of the curriculum, roughly 1,500 men and women per year continue to receive the training.

Results and Achievements

The course on gender equality and domestic violence has evolved from a pilot to an ongoing institutionalized component in the police education centres in which every police officer throughout the country receives comprehensive training on domestic violence, gender equality, and sexual and reproductive health. The training is acknowledged to be an example of 'best practice' throughout the region.

Key achievements of the training

- The police, including chiefs and high-ranking officials, gained a better understanding of women's issues, such as sexual and reproductive health.
- Many women police officers who participated in the training reported that they recognized their own situation of abuse or that of other family members.
- Some men who participated in the training came to understand that their behaviour in their families was abusive and helped them to re-evaluate their actions and roles within the home.
- Veteran police officers reported that they gained greater understanding of domestic violence and realized that gender inequality and violence against women were not myths, but rather the reality for many women.
- Law enforcement personnel were better able to prevent and respond to domestic violence. Upon completion of the training, police gained credibility among women and others affected by domestic violence.

Wider changes to which the training contributed:

- Significant increase in the number of reported domestic violence cases, which is attributed to the result of better police enforcement and community relations rather than an increase in intra-family violence.
- Police stations added new registries for domestic and intra-family violence cases, which helped document the problem and allow for better responses.
- The [Law Against Domestic Violence](#) and the [National Policy for Women](#) are promoted and disseminated throughout the country.
- The National Institute for Women and the police established a [hotline](#) that provides information, counselling and referrals to emergency services for victims of domestic violence. Women and others affected by intra-family violence can call 114 and speak with a trained person to ask for advice or report a crime.
- A Gender Unit was created within the police structure staffed by specially trained personnel who respond to violence perpetrated against women.

- The training underscored that women are underrepresented in the police departments. In response, there is greater emphasis on recruiting women and increasing their presence at the police education centres.
- A Masters Degree in Human Safety is now administered through the [Superior Police Education Centre](#) and includes the courses on sexual and reproductive health and gender equality.
- The national police training on domestic violence and women's rights drew regional attention and became a model for other countries to adopt similar programmes, while also raising the profile of the National Institute for Women.

Lessons learned

- **Teamwork, specific agency responsibilities and support from the highest levels** laid the foundation for success. From the onset, there was direct communication between the Secretary of the National Institute for Women and high-ranking members of the [Ministry of Security](#), including the General Supervisor of the Preventive Police, the Director General of Police Education, heads of the three police education centres and United Nations Population Fund (UNFPA). Open communication, transparency and careful planning were particularly important because the organizations had little experience working collaboratively prior to the training.
- **Training the trainers** had to be thorough, well-planned and include a rigorous selection process. Trainers came from the police education centres.
- **Commitment and political will must come from the top.** The hierarchical nature of the police force calls for the highest ranks to believe in the mission, back the training, and expect subordinates to support gender equality and carry out their duties to protect women from violence. If lower ranks are invested in enforcing the law without commitment from supervisors, the training impact will be minimized.
- While police may be one of the first responders in domestic violence cases, it is important that other agencies and institutions **provide complementary support** such as counselling, comprehensive health services (including immediate treatment and ongoing care) and education. All institutions involved in women's health and safety must communicate and coordinate activities in order to avoid duplication of services and to maximize resources.
- **The instructors and trainers must be prepared for student resistance.** The issue of domestic violence was sensitive for many participants because of entrenched social beliefs. Good communication skills and trust-building techniques, in addition to a strong curriculum that draws on theory and practice are required to break down barriers.
- **Adequate funding and streamlined procedures are required.** The limited budget allotted for the initiative proved to be difficult and required staff to work extraordinarily long hours and on weekends, without extra compensation.
- To better serve survivors as well as to provide meaningful training for police, **ongoing, timely evaluations need to be incorporated** before, during and after trainings. Feedback from trainees as well as public opinion surveys on police response can help fine-tune courses and allow law enforcement to respond more effectively to domestic violence.

See a [video](#) on the police training programme.

Source: [United Nations Population Fund, \(2008\) Programming to Address Violence Against Women: 8 case studies \(volume 2\). UNFPA. New York.](#)

Key Tools:

- ***'Needs assessment toolkit on the criminal justice response to human trafficking'*** (United Nations Office on Drugs and Crime, 2010). This toolkit was developed by UNODC within the framework of the Global Initiative to Fight Human Trafficking. It aims to provide comprehensive guidance for assessing the criminal justice response to trafficking in persons in a given State. The toolkit broadens the scope of traditional criminal justice responses by including all relevant actors and measures involved in appropriately prosecuting the perpetrators and adequately assisting the victims of trafficking in persons. A Training Needs Assessment Questionnaire is provided in Annex A which can be used specifically to assess the training needs of security Sector Institutions dealing with trafficking or could be adapted to address training needs for preventing and responding to other forms of violence against women and girls. (See also guidance and tools in [needs assessment section](#) in planning and design) Available in [English](#).
- ***Caring for Survivors of Sexual Violence in Emergencies Training Pack*** (IASC Gender-based Violence Area of Responsibility Working Group, 2010). This training manual is designed for professional health care providers such as physicians, health workers as well as for members of the legal profession, police, women's groups and other service providers working with and supporting survivors of sexual violence. The training pack includes a training guide; participant and facilitator manuals, power points and handouts. Available in [English](#).
- ***Gender and Security Sector Reform Training Resource Package: Monitor and evaluate the training*** (DCAF, 2009). Part of a larger training resource package, the materials are for trainers and facilitators. The resource provides a brief overview of methods to monitor and evaluate security sector trainings. Available in [English](#).

Deliver training to be sustainable over the long-term

- *Institutionalize training:* Ongoing opportunities for learning are essential to effectively increase knowledge, improve attitudes and skills, and strengthened capacities over time. One off-training is insufficient to adequately prepare personnel to respond appropriately to survivors (Population Council, 2010; United Nations, 2006; [Bott, Morrison and Ellsberg](#), 2005). In addition to its importance for advancing individual learning outcomes, institutionalizing training:
 - Sends a signal that the whole institution is intent on addressing violence against women as part of its wider mandate.
 - Allows coordination of different training courses, providers and materials, reducing duplication and building on best-practice and the [evidence base](#).
 - Is usually more cost-effective (by reducing the number of resource-intensive start-up costs associated with individual training initiatives).
 - Follows the organizational structure of the army or police force, allowing for the systematic rolling-out and updating of training to in-service personnel.
 - Provides the whole unit with a common language on the issue.
 - Ensures continuity of skilled personnel over the longer-term as donors and international organizations withdraw or change their areas of support.
 - Among the benefits of training intact units/platoons (across ranks) rather than providing specialized training for a few individuals, group training helps to normalize the issue, which can support continued opportunities for discussion between personnel.
- Components of an integrated and institutionalized approach to training include:
 - Basic training on gender equality, women's human rights, violence against women and key institutional policies, which is integrated into the training curricula and provided to all new recruits via a police or military training academy.
 - Provision of basic training programmes to both civilian staff as well as security personnel of all ranks and levels, with leaders attending alongside other personnel.
 - Managerial support and (where possible), direct funding for training programmes by the operational command (i.e. the individual units or institutions where personnel work).
 - Regular in-service training and refresher training opportunities to all active personnel (as part of annual professional development or continuing education requirements).
- In many cases, the success of initial training courses on violence against women delivered by external organizations with the involvement of the police and military leadership can provide the momentum for longer-term institutionalization of training.

Example: Gender sensitization of the Delhi Police (India)

On International Women's Day in March 2003, in partnership with the World Bank and the Coalition for Rural Empowerment consortium of NGOs, the Delhi police (India) launched the first of 114 gender sensitization workshops held over the year for 124 police stations, involving 6,000 police personnel. The programme was designed to respond to the lack of awareness among police of the relevant laws concerning women's rights and to determine how to better address the high levels of crime against women in the city, including domestic violence.

Gender experts, NGO workers, women's activists, judicial officials and senior police officers provided training on a range of topics, including gender and HIV and AIDS. The training location at the Sudinalay Rehabilitation Shelter Home for Women and Children, where the Coalition for Rural Empowerment operates, provided an opportunity for the participating police personnel to learn first-hand from survivors the impact of violence upon their lives. Observers from other state police forces attended the training, with the intention of implementing similar programmes in their own states. As a result of the initiative, the Delhi police have since incorporated a major gender sensitization module into the regular training course for police personnel at the [Delhi Police Training Academy](#).

Source: [World Bank. 2005. 'The World Bank and the Beijing Platform for Action'](#). World Bank. Washington, D.C.

- *Engage police and military institutions, leaders and trainers from the onset.* One of the key challenges to sustaining achievements related to attitudes and practices is ensuring the coordination of different training courses. In many countries, there has been a proliferation of one-off trainings, provided by different organizations, often with a significant overlap and duplication of training resources. Many of these courses are not repeated for new recruits or when staff move posts, which is necessary to maintain standard levels of knowledge and skills among personnel. Securing engagement from the police or military leadership (e.g. Ministry of Defense or Interior, Chief of Police, etc.) from the planning and design through the implementation of training programmes can help to establish a system-wide and streamlined approach to training on the issue with security personnel. It is also useful to have trainers from police or military academies involved in providing and coordinating such training, which can help increase the level of engagement and acceptance of the topic amongst personnel.

- *Determine the appropriate mix of standalone training courses and modules integrated into a broader mandatory training curriculum.* While it is important to integrate training on fundamental concepts such as gender, women's rights and definitions of violence against women into a wider syllabus, it is also critical to deliver dedicated training courses to particular police or military units or in-service staff without basic training, which may be more appropriate in relation to response protocols for domestic or sexual violence; investigation techniques, interviewing techniques, etc.). See also training [content](#) section. A combination of approaches is likely to be most successful and has numerous advantages:
 - It presents gender-based violence as an integral part of the duties of security personnel which can increase its legitimacy, rather than being seen as a separate issue.
 - It encourages all personnel to understand how addressing the issue can be incorporated into their day-to-day work, while ensuring specialized staff receive the technical skills needed to appropriately respond.
 - It maximizes limited resources and is more efficient by establishing a standard-level of awareness and response capacity among all personnel. Standardized training can help to focus investments in isolated training courses (which require more human and financial resources) on technical skills for dedicated personnel or units rather than for advancing wide-scale sensitization needed by all personnel.
 - It ensures that a wider range of security sector staff receive violence against women training, which can help mainstream efforts to address the issue, which is often marginalized when specific training is only provided to those working in police desks/family protection units.
- *Promote partnerships involving local and international expertise to develop and deliver training:* In many countries, the first training of the police and military on addressing violence against women may be provided and financed by an external organization/individual – most typically an international donor (as part of wider support to the sector) or non-governmental organization. Within this context, and where an international partner is engaged, involving a local partner is usually most effective to establish a foundation for local ownership and leadership on the issue. Local organizations have expertise in the socio-cultural and political context and may better understand the relationships between actors; which can help to highlight specific challenges and showcase relevant practical examples from the wider community. International experts may offer a global perspective, bringing expertise from various contexts and may be able to raise sensitive subjects more easily than local experts (especially where violence has been perpetrated by security personnel).
- *Invest in training development programmes and use a training of trainers approach.* It is important to strengthen the capacities of local and national-level trainers to deliver effective training across the sector over time. The training of trainers approach is particularly valuable to develop internal awareness and skills of security institutions rapidly in situations of low capacity approach can be implemented alongside the delivery of the training curriculum to the wider group of personnel.

Example: International Association of Chiefs of Police Trainer Development Programme

The International Association of Chiefs of Police (IACP) [Trainer Development Programme on violence against women](#) provides the opportunity for trainers to strengthen their core training skills, incorporate experiential learning into instruction, manage group dynamics and practice problem-solving with the following key components:

1. Effectively Reaching a Law Enforcement Audience: Trainers need skills to develop their own law enforcement presentations as well as evaluate the effectiveness of the training they deliver. The *Program* enables trainers to:

- Identify the needs and learning styles of audiences and adjust training accordingly
- Incorporate adult learning principles into educational presentations
- Utilize technology to conduct self-evaluations and receive feedback on presentations
- Design an evaluation form to assess aspects of training delivery and participant performance that can help improve future presentations

2. Experience as a Teaching Tool: In order to learn effectively, adults must be able to apply their learned knowledge in practical, hands-on ways that reflect the realities of their work experience. Trainers will be shown how to best engage learners by:

- Incorporating learning exercises into training events
- Finding innovative methods of engaging participants
- Selecting appropriate forms of experiential and hands-on learning exercises

3. Classroom Management: Instructors must have the ability to actively and effectively engage audiences in the educational process. The *Program* improves trainer capacity to:

- Facilitate small and large group discussions
- Manage time efficiently
- Recognize and respond to verbal and nonverbal communications
- Identify cultural differences and overcome stereotypes or personal biases
- Deal with challenging individuals and group dynamics

4. Technology and Training Tips: The knowledge and correct use of technology has become an increasingly important element of effective training. Utilizing technology properly, along with other strategies to increase the impact of trainings, is key to a successful presentation. Trainers learn to:

- Identify various types of equipment that can enhance a presentation
- Design and employ visual aids in the classroom effectively
- Understand the benefits and drawbacks of using various modes of technology
- Troubleshoot and overcome technology mishaps
- Identify “Ten Trainer Pitfalls” and learn how to avoid them
- Develop concrete strategies for improving their training style and delivery, and classroom management

5. Organization and Preparation Critical to effective instruction, a successful trainer must possess the ability to design and utilize practical educational tools for the classroom. Trainers learn to:

- Assess agency or audience needs to develop appropriate learning objectives
- Develop realistic goals, learning objectives, and lesson plans for topic-specific trainings
- Determine course content and structure course layout
- Identify and incorporate useful instructional tools and resources
- Evaluate and enhance curriculum, handouts, and training agendas
- Manage training logistics, including pre-event planning and consultant contracts

Excerpt: IACP. [National trainer development program on violence against women](#).

- *Provide refresher training at regular intervals* so that all in-service personnel are trained (not just new recruits) and their knowledge is updated through the course of their career and professional growth. One approach is to split training into modules / levels that can be completed over time.

Example: Phased training in the occupied Palestinian territories

In the Occupied Palestinian Territories, as part of a holistic multisectoral programme to address violence against women, UN Women (initially through UNIFEM) and the non-governmental organization [SAWA](#) (which runs a [hotline](#)) have developed a phased training for the police, working collaboratively with the Ministry of Interior (including, by conducting workshops on violence against women and girls for the Ministry).

The training was developed following a collaborative process of analysis to understand the context and challenges to addressing the issue, which highlighted a variety of factors which prevented women from seeking the protection of police, including:

- negative attitudes and treatment of survivors by security and judicial personnel;
- social norms which prioritized family unity and protection, which discouraged survivors to speak out against perpetrators within the family;
- strong role of the extended family and clans in informal justice and protection matters, which challenged women's ability to seek external support; and
- lack of specifically-trained police officers to receive and respond to cases of violence, which contributed to inappropriate case assessments and response measures which were disrespectful of women's rights and needs.

These factors affected women's trust and perception of the potential protection they could receive from police. In 2008 and 2009, training on violence against women (levels 1 and 2) was conducted for 85 security officers - including police- belonging to various security forces. The training was structured into levels which aimed to provide police with a gradual, more in-depth understanding of the issue and enhanced ability to deal with cases. Specialized SAWA anti-violence helpline staff delivered the training, which strengthened cooperation and coordination between police, security officials and the [helpline](#).

The training supports are complemented by efforts, provided in response to requests from the officials themselves, to strengthen the operational capacity and effectiveness of family protection units and other security actors, through strategic planning, development of protocols and other guidance for dealing with cases of violence against women. This evolution of capacity supports demonstrates the value of the relational and gradual approach to training undertaken over several years.

Source: Communication with UN Women staff in the occupied Palestinian territory. 2011.

Implement mentoring and knowledge exchanges

As a complementary practice to broader training programmes or in the absence of training, practice-based knowledge and skills development mechanisms can be implemented to increase institutional and human capacities to address violence against women as follows:

- **Institute mentoring and coaching of security personnel:** Senior personnel within an institution can serve as mentors or coaches to junior-ranking personnel, or institutions may pair external mentors/ experts on gender-based violence with senior police or military leaders for a period of time.

Example: The 'Gender Coach' programme in Sweden

Top management have both the power and ability to influence structures and behaviour within the organizations but do not often have the time to take part in in-depth training to deepen their understanding of gender equality. [Genderforce Sweden](#) initiated a '[Gender Coach' Programme](#) pairing 12 senior managers within peace and security institutions with 12 coaches having extensive knowledge of gender equality issues. Programme participants include the Chief of Staff for the Swedish Army and the Director of the Armed Forces Training and Procurement units. The initiative evolved into Gender Field Advisor training for all missions. Feedback on the programme has been positive with participants noting changes in their communication and behaviour.

Source: [Genderforce Sweden](#); [Tönisson Kleppe, T., \(2008\), 'Gender Training for Security Sector Personnel: Good Practices and Lessons Learned Tool 12', *Gender and Security Sector Reform Toolkit*. Geneva: DCAF, OSCE/ODIHR, UN INSTRAW.](#)

- **Provide exposure/ study visits for key military and police personnel** within or across countries to promote learning between countries which have successfully integrated gender and violence against women in their national legislation and security policies. Effective exchange opportunities can be established between communities as well and where resources are limited, activities can be supported to evolve over time from a single exchange into a systematic capacity development practice within the institutions involved.

Examples: Bilateral and Regional Exchanges

Rwanda: The [Rwanda National Police Gender Desk](#), with support from UNIFEM (now UN Women) and UNDP, has received study visits from law enforcement personnel from Southern Sudan, Somalia, Uganda and Burundi to demonstrate how the gender desk works and foster inter-regional exchange on good practice to respond to violence against women and girls. Given the Gender Desk's success as a model, the Rwandan National Police and Defence Force, in collaboration and with support from the Secretary-General's [UNiTE Campaign](#), organized, the [Kigali International Conference on The Role of Security Organs in Ending Violence against Women and Girls](#) in October 2010. The conference brought together 150 participants and enabled high-level security actors to exchange practices and discuss strategies for the sector to address gender-based violence in the region. Participants from 12 African countries (Botswana, Burundi, Central African Republic, Chad, Democratic Republic of Congo, Ethiopia, Gabon, Ghana, Nigeria, Rwanda, Uganda and Zambia) represented police chiefs, senior police and military officers responsible for gender and community policing as well as prominent members of civil society organizations, the United Nations. The meeting led to the [Kigali Declaration](#), in which signatories agreed to 12 key commitments to improve their ability to address violence against women and the establishment of a regional secretariat to support ongoing learning and exchange for implementing the commitments and strengthening sector practices.

Source: UN Women. 2010. "[Report from the Kigali International Conference on The Role of Security Organs in Ending Violence against Women](#)." UN Women. Kigali.

Spain: As part of the European Commission-funded [HERA Project](#) (2011-2012), which aims to strengthen legislative and operational measures to improve police support and responses to women survivors, periodic knowledge exchanges have been held for police personnel and others working on the issue from the United Kingdom, Lithuania, Italy, Romania and Latvia. For example, in June 2011, a regional meeting was held for European police partners to discuss models of legislation, police management, support and training, databases, as well as approaches to collaboration in their respective countries, with particular emphasis on the design of police protocols. In November 2011, the local government of Valencia hosted a follow-up two-day symposium on the role of the police and their response to violence against women, with representatives from the local police, government and ministries, members of the Council of Europe and European Parliament, civil society networks, academics and the United Nations. Read more about the Hera Project (in [Spanish](#)).

Invest in essential infrastructure and facilities

- The provision of key resources and equipment to police and military is essential to increase their capacity to respond rapidly and effectively to incidents of violence. In many countries, the police lack the basic transportation and equipment necessary to adequately respond to survivors: vehicles for reaching affected individuals, cameras and basic forensic equipment to collect evidence; telephones to communicate or computers to record data. The provision of equipment is an important means to build institutional response capacity and can also be used as a mechanism to encourage progress.
 - For example, in Haiti, UNIFEM provided motorcycles to the National Police to enable them to respond to incidents in rural areas and through the ongoing partnership, the Commander of the Police signed an agreement with UN Women including targets for better response to incidents of gender-based violence.
 - In Liberia, the Norwegian Refugee Council is providing community groups with motorcycles so that they can improve women's access to the police.
 - It is important that the provision of resources and equipment to the police is done in a context-specific manner. In some cases, it will require integration in a comprehensive approach so that all units of the police benefit; not solely the vulnerable person's unit or women's police station. This may help to avoid imbalances and resentment among personnel and units, but ensures that specialized units have adequate infrastructure for operating. In other cases, where it is challenging to recruit and retain personnel for specialized work in domestic violence, vulnerable person's or women's police stations, additional resources to these offices may provide an important incentive and prestige.
 - All police facilities, stations or units receiving survivors should be adequately equipped to respond to their immediate needs. At a minimum, the following infrastructure and equipment needs to be in place:
 - A separate room for survivors to report the crime and where interviews can be conducted and evidence collected and recorded in an atmosphere of privacy.
 - Transportation to respond to reported incidents of violence, including removal of the perpetrator from the home (where applicable); to escort the survivor to other key services, such as a medical centre or shelter; and to return to the crime scene to collect further evidence.
 - A free telephone line for survivors of violence and others to report incidents of violence and follow up on cases.
 - Provision for 24 hour coverage, 7 days a week – ideally through permanent staffing; if not, through an on call system.
 - A camera and basic forensic equipment to collect evidence needed for prosecution.
 - A secure record filing and storage space.
- [\(Philippine National Police, National Commission on the Role of Filipino Women and United Nations Population Fund- UNFPA, 2008\).](#)
- Other considerations include:
 - Providing police with civilian clothing to increase a survivor's comfort in approaching security personnel
 - Maintaining urgent supplies to tend to rape survivors, such as rapid HIV tests, post-exposure prophylaxis and emergency contraception (where applicable and where trained personnel exist)

- ***Performance Standards and Assessment Tools for Police Services Addressing Cases of Violence against Women*** (Philippine National Police, National Commission on the Role of Filipino Women and United Nations Population Fund- UNFPA, 2008). This tool is for police and other law enforcement officials and is part of a five-series package of performance standards for service provider agencies. The resource includes a detailed infrastructure checklist for police facilities to assess and measure institutional compliance with the standards, monitoring and evaluating their implementation and a baseline report on the standards in the Filipino context. Available in [English](#); 88 pages.

Develop a comprehensive and harmonized data system

- The establishment of a secure and accurate data system is important to properly document, respond and manage reported cases of violence. Alongside systematic and survivor-centred [case management](#) practices, proper information and records management is essential for improving institutional response capacity and can be a valuable tool for internal accountability and performance monitoring.
- The development of a comprehensive data system can generate key information on:
 - The frequency and incidence of different forms of violence reported
 - The groups (and locations) at risk as well as perpetrators, which can help plan targeted interventions and inform security plans and policies of violence
 - Staff compliance with key case management procedures and protocols (e.g. protocols on response, investigation, interviewing, victim protection, etc.)
 - Case attrition throughout the process – reporting, investigation, referral to the courts, prosecution – which can help identify the obstacles to justice
- Law enforcement personnel (or military where relevant) should record standardized data related to each incident. Where there are no uniform data collection measures in place across the institution, each facility should standardize the type of data collected and format in which it is recorded and filed.
- To minimize the risk of retraumatizing women and girls, only data that is relevant for filing a report or investigating the case should be collected (using appropriate [interviewing](#) techniques). This data should include the following:
 - Administrative information
 - Date and location of report
 - Contact details for person reporting (if separate from survivor)
 - Names of staff dealing with the case (from patrol, investigation, etc)
 - Survivor information
 - Identity (e.g. name, identification code, birthday, sex) and contact details
 - Physical and emotional state of survivor during interview (to ensure the survivor's immediate medical and psycho-social needs are met, which may also contribute to court evidence, if she chooses to pursue a case)
 - Details of the incident
 - Type of incident (ideally, according to a guided checklist or agreed typology of forms of violence)
 - Date and time
 - Location(s)
 - Alleged perpetrator information
 - Identity and contacts of suspect(s)
 - Relationship between victim and perpetrator(s)
 - Details of any prior allegations of offences committed by perpetrator
 - Whether perpetrator has a legally registered firearm
 - Action taken and follow-up plans
 - Medical treatment (including forensic exam or referral if agreed) and any other services provided to survivor ([risk assessment](#), [safety planning](#), referral to shelter, hospital, etc.), including dates/ contact persons for each
 - Details of evidence collected (e.g. photos of injuries/ crime scene, interview dates/transcripts, forensic evidence and investigation results, etc.)
 - Assessment/case review
 - Police referrals to other institutions/ services with dates (victim advocate, medical care, mental health services, parole, prosecutor's office, others)
 - Status of witness testimony (available/ documented) and evidence collected (e.g. forensic test results)

(UNODC, 2010, IACP, [Sexual Assault Supplemental Report Form](#); GBVIMS. [Standard Intake and Assessment Form](#))

- The confidentiality and security of data should be prioritized when developing record management systems. Manual or paper files should be locked and computerized files should be password protected; all records should only be accessible by the personnel directly involved with the case. Record security is also important to protect a woman's identity and contact details, since the case information can be used to locate and intimidate the victim or witness(es), putting the survivor at greater risk of violence, or to destroy or tamper with evidence. Procedures to improve confidentiality of information may include creating a unique identification code for each case to be used for facilitating de-identifiable follow-up and management of cases. This is particularly important in small communities or where there is a risk of confidentiality breaches by police personnel themselves.
- Data system security should be planned around the infrastructure and processes for collecting and managing case records over time. For example, where offices lack computers or in communities with irregular electricity, a combination of a manual and computerized system may be used where data is collected manually at the individual police station or military post and regularly submitted to headquarters, where it is entered into a computerized system for broader analysis and reports.
- At the community level, security facilities should aim to develop, integrate or coordinate (in the longer-term) a single integrated computerized data system, which is linked with other key actors in the [referral network](#) (i.e. health, justice, shelter, and other service providers). A harmonized data system enables accurate and more efficient collection of case data, improves the effectiveness of case monitoring, and ensures survivors receive relevant support services across sectors in a timely manner. This should also reduce the number of times they must repeat details of their abuse, which can retraumatize survivors. An integrated data system should be based on a streamlined data entry template where a unique case identification number is attached to each reported case and used by all service providers. Different service providers can record all the relevant information about the case and attach information and documentation to the file. Such data systems may also be developed at the national level, but take time to develop and require investment in training personnel as well as building infrastructure (e.g. computer systems which are compatible to ensure data and files can be read/accessed across institutions).
- Data collected locally should be streamlined for integration into national databases for tracking and monitoring gender-based violence crimes. Different systems may be established for distinct forms of violence or the information may be compiled within a single database disaggregated by the various forms of violence.

National Database Examples:

Violence against Women Primary Database (Afghanistan)

The Violence against Women Primary Database in Afghanistan was launched in 2006 under the coordination of the [Ministry of Women's Affairs \(MOWA\)](#), with support from UNIFEM, in collaboration with the Departments of Women's Affairs in all 34 provinces nationwide, with technical and logistical support, direct involvement in reporting from various entities including the Ministry of Interior, Ministry of Health, Ministry of Education, Ministry of Justice, the courts, Women Shuraas, Provincial Council, [Afghanistan Independent Human Rights Commission](#), Referral Center, Save the Children, legal assistance providers and [United Nations Assistance Mission in Afghanistan](#). Data entry is initially completed at the provincial level, with forms subsequently sent to the Ministry of Women's Affairs. The database registered 1,011 cases covering various forms of violence (e.g. verbal abuse, rape, forced engagement, sexual harassment in public, etc.) between May 2006 and October 2007, which is presented in its [2007 report](#), along with additional information and analysis of the cases recorded, as well as an overview of media coverage and policy recommendations on the issue.

Dru Sjodin National Sex Offender Public Website (United States)

Coordinated by the United States National Department of Justice, in collaboration with state, territory and tribal authorities that have sex offender registries for their respective jurisdictions, the [National Sex Offender website](#) features an advanced search tool that allows a user to obtain information about sex offenders; and provides a listing of public sex offender registry websites by state, territory, and tribe; and information on sexual abuse education and prevention. The information can be used to assist police enforce orders of protection as well as provide information to community members on convicted sex offenders in their area. The database illustrates the integration of local data sets into a national system, with information for the national site provided by the local authorities (Department of Justice, [Dru Sjodin National Sex Offender Public Website](#)).

- At a regional level, it is also useful to develop a system for collecting and monitoring data on specific forms of violence, such as trafficking. However, such data may be particularly challenging to collect given the dearth of accurate national level data and various barriers related to under-reporting to officials, weak information sharing structures, and differing methodologies between states. While a variety of secondary research databases have been compiled on trafficking in different regions, there remains a gap in primary data on the issue.

Illustrative Example: In 2000, the International Organization of Migration (IOM) developed the [Counter-Trafficking Module](#), the largest global database on registered victims of trafficking. By the end of December 2009, the database had captured primary data on 13,809 registered victims of more than 85 different nationalities trafficked to more than 100 destination countries. Initially developed as a case management tool for IOM personnel involved in direct assistance with trafficking survivors, the database has received recognition as a valuable research and policy-making tool and has been used by the organization for further analysis of trends, patterns and other research on the issue. The database includes information on: the socioeconomic profile of victims; the profile of traffickers; trafficking routes; patterns of exploitation and abuse; nature of assistance provided; and instances of re-trafficking, with strict controls in place to ensure the privacy and protect against identification of survivors, as well as maintaining the security and confidentiality of the data. The database continues to evolve, with IOM providing support to governments and external organizations to develop their own case management database. Read more about the [database](#).

Key Tools

- ***Sexual Assault Guidelines: Supplemental Report Form*** (IACP, 2008). This form is for police personnel to in the reporting, recording and investigation of every alleged sexual assault incident, with supervision, although is not meant to be used for child victims. Based on the context in the United States, the form may be adapted as relevant for other settings. Available in [English](#).
- ***Standard Intake and Assessment Form*** (IASC GBVIMS, 2010). The intake form is one of numerous resources available on the Gender-Based Violence Information Management System website developed to assist service providers in humanitarian settings to better understand GBV cases being reported as well as to enable actors to share data internally across project sites and externally with agencies for broader trends analysis and improved GBV coordination. Available, through free registration, in [English](#).
- ***Domestic Violence and Sexual Assault Data Resource Centre*** (National Institute of Justice). This resource centre features intake forms used in the United States for various agencies (including law enforcement) to record cases of domestic and sexual violence. Available in [English](#).
- ***The IOM Handbook on Direct Assistance to Victims of Trafficking*** (International Organization for Migration, 2007). This handbook is for practitioners and others providing direct service support to survivors of trafficking. It comprises seven chapters, which can be read as a whole or as separate pieces covering the following topics: security and personal safety for both personnel and survivors (including guidance on collecting and managing confidential data); screening of victims of trafficking; referral and reintegration assistance; shelter guidelines; health and trafficking; cooperation with law enforcement authorities and appendices on ethical principles in caring for and interviewing trafficked Persons, an interview checklist; and a glossary of key terms. Available in [English](#); 356 pages.
- ***Domestic Violence Intake Form*** (Turkish Police, 2007). This intake form, developed in collaboration with UNFPA, provides guidance for police to document incidents of domestic violence. Guidance for using the form is provided in a [training video](#) developed for the police. Available in [Turkish](#).

C. Improve service delivery to survivors of violence and women at risk

- Promote systematic and appropriate police responses to incidents of violence
- Enhance procedures for the effective investigation of cases
- Meet survivor's immediate needs for safety and protection
- Ensure coordination with other sectors as part of a multisectoral referral network
- Establish women's police stations / specialized units
- Consider investment in 'one-stops' to meet the multiple needs of survivors
- Strengthen local security and community partnerships
- Develop mechanisms to ensure compliance and accountability of personnel

Promote systematic and appropriate police responses to incidents of violence

- The experience of reporting abuse to the police (or to the military, for example, in conflict and post-conflict situations) may be the first point of contact women and girl survivors have with the justice system, and has the potential to significantly affect their access to basic emergency survivor services (e.g. medical treatment, shelter, legal assistance, etc) as well as influence their decisions to file a report and pursue prosecution. To ensure that women receive quality support services from uniformed personnel, which respect their rights and decisions regarding their case, and which facilitates their access to related supports, it is important to have detailed [guidelines, protocols and procedures](#) to guide officers receiving the initial call for assistance or arriving at the scene of the incident.
- A systematic and appropriate response, including meeting women's [immediate safety needs](#), is critical to avoid further harm to the victim(s) and increasing the probability of locating the perpetrator(s) of violence.
- Protocols and guidelines need to be developed or reviewed to establish the technical standards and quality of service to be provided and to guide monitoring and supervision of their implementation. In order to be effective, it is crucial that such measures are institutionalized and systematically applied across all police stations or relevant security force units.
- The absence of institutionalized protocols and procedures may perpetuate inappropriate responses to survivors, driven by personal attitudes and socially-tolerated practices that violate women's human rights. For example, in some cases, police officers have encouraged women to use mediation procedures or urged the survivors of domestic violence to resolve the matter within the family rather than through the formal justice system. There have also been reports of police officers directing survivors of rape to marry the perpetrator to avoid social shame, humiliation or the risk of 'honour killing'. Where police or military do not take reported cases seriously, their behaviour further victimizes women and girls and perpetuates impunity for perpetrators of violence ([UN Women](#), 2011).
- In order to ensure guidelines, protocols and procedures are tailored to the specific context and foster ownership among those using or affected by them, it is good practice to ([Denham, 2008](#)):
 - Engage men and women's police/military associations in the development or reform of protocols to identify existing practices and change required.
 - Discuss protocols and procedures with community groups, including women's organizations, survivors of violence, and other sectors such as health, education, justice (including formal and customary/informal) and penal systems through [community police forums](#) or other avenues, to better understand opportunities and barriers facing women's protection and access to justice.

- Establish a continuous review process to adapt protocols and procedures to reflect changing community interests and needs and to improve procedures based on what is working.
- Guidelines, protocols and procedures should be tailored to specific forms of violence (noting they are most often developed for domestic violence, sexual violence and trafficking) in line with the legislation and policies in place and based on the overall [guiding principles](#) of a [survivor-centred](#) and human rights-based approach.
- Overall, guidelines for addressing incidents of violence should cover the following areas (UNODC, 2010, Sahota, J. and Ministry of the Solicitor General-Canada, 2000):
 - Specific legislative/regulatory requirements for different forms of violence (e.g. domestic violence law, law on rape and sexual violence, trafficking legislation)
 - Coordinating mechanisms between police and other service providers (judiciary, health professionals, civil society, shelters) and the specific mandate of the police in cases of violence
 - Specific training requirements (e.g. content, frequency) for the police and military on all forms of violence
 - Recruitment and role of trained investigators on the topic
 - Procedures for:
 - communications and dispatch personnel
 - initial response (including [risk assessment](#) and [safety planning](#))
 - interviewing (survivors, including child victims; witnesses and perpetrators)
 - evidence collection and documentation
 - bail
 - victim assistance
 - Writing incident reports
 - Mandatory charge policy – mandating arrest of perpetrators on reasonable suspicion
 - Protection orders / barring orders and the role of police in protection of victims
 - Special provisions in cases involving criminal harassment, firearms, a member of the police service, children, high risk cases and repeat offenders
 - Multisectoral follow-up support for victims of domestic violence
 - Monitoring and supervision (e.g. mandatory reporting to a more senior officer)

Promising Practice: International Association of Chiefs of Police Model Policy Guidelines for Police responding to Domestic Violence Calls

In 2006, the International Association of Chiefs of Police adopted a model policy to establish international guidelines for responding to domestic violence calls, where officers are expected:

- To establish arrest and prosecution as a preferred means of police response to domestic violence.
- To take appropriate action for any violation of permanent, temporary or emergency orders of protection.
- To afford protection and support to adult and child victims of domestic violence. The chief of police or chief executive office can a) designate a person to make follow-up contact with the victims of domestic violence and inquire whether subsequent violence or intimidation has occurred; b) notify victims, following an arrest, of any conditions of bail and advise victims of their right to request revocation of bail from the state, county, or city attorney's office if the conditions are violated; c) assign a trained person to assess the level of danger posed to the victim in order to inform perpetrator release decisions.
- To promote the safety of law enforcement personnel responding to incidents of domestic violence.
- To provide support and assistance to domestic violence victims or witnesses through cooperative efforts with community stakeholders such as law enforcement agencies, prosecutors, parole and probation officers, advocacy organizations, social service agencies, adult and child protective services, clergy, educators, government agencies, in order to prevent further abuse and harassment, or both.
- To complete thorough investigations and effect arrest of the predominant aggressor upon the establishment of probable cause.

The model policy includes detailed procedures in the following areas:

- Domestic Violence Prevention – through collaboration and training
- Incident Response Protocols – communications; initial law enforcement officer response; incident documentation; arrest decision; arrest procedures
- Victim Safety and Protection
- Post-incident Follow-up

Source: [International Association of Chiefs of Police \(2006\), Domestic Violence Model Policy, Virginia: International Association of Chiefs of Police.](#)

Incident response protocols

Specific protocols may also be developed to guide police actions in their immediate response to a particular incident of violence. For example, key steps for the first officer in cases of domestic violence (with some actions relevant to all forms of violence) include:

- Immediately separate the victim from the perpetrator. Because there is often unequal power and control between partners, it is the officer's responsibility to ensure that the parties are out of sight and hearing of each other, while keeping officer safety a priority.
- Ensure the safety of the victim as well as any children who are present.
- Identify and secure any weapons that may be on hand to protect all persons present.
- Isolate, search and secure the perpetrator (if present) and take actions to remove him from the scene.
- Arrange medical treatment for any injured persons.
- Ensure that women and any children at the scene are provided with appropriate support/ assistance as required, including referrals to relevant health and social service agencies.
- Ascertain if language is a barrier and arrange to provide a translator when necessary. Children or family members should not be used as interpreters.
- Inform the survivor of police procedures and confidentiality, and ascertain the initial facts of what has happened to identify the offence.
- Conduct a [risk assessment](#) and identify whether or not the victim/s are at risk of future violence to ensure adequate interventions are put in place to minimize the potential for future harm.
- Gather and preserve all potential [evidence](#) of the offence in accordance with the police service's investigative procedures, which should include making detailed notes of the actions and communication made by the parties and a detailed occurrence report regardless of whether charges are brought or an offence is alleged.
- Conduct an initial [interview](#) of the survivor (an in-depth interview may take place later, including a formal written statement) (see also [Ethical Guidelines](#) and [issues on conducting interviews with survivors](#)).
- Interview all witnesses (including children) separately and collect written statements as necessary.
- Arrange for any required secondary investigation or services (e.g. forensics, medical examination). See for example, the [Zambia's Victim Support Unit's](#) experience providing emergency medical services to survivors.
- Contact victim services (if available) to assist with care and support of the woman or girl.
- Interview the perpetrator or alleged offender (at the police station).
- Document the investigation, evidence and statements in a formal and detailed occurrence report, regardless of whether any charges are brought, and enter information on the police service's information system for future reference.

Adapted from: UNODC. 2010. [Handbook on effective Police responses to violence against women](#). UNODC. Vienna.

In addition to the above, specific steps may be required for particular forms of violence:

Sexual Assault:

- Ensure that the crime scene is secure and cannot be disturbed by anyone (survivors, witnesses, media or police not involved in the investigation);
- Provide the survivor with transport to a [forensic medical](#) facility or arrange for forensic examination of the suspect as requested/ needed;
- Refer victims to coordinated [sexual assault response teams or centres](#) to enable survivors to access a broad range of care (legal, medical, and social services) and to increase the likelihood that the assault can be successfully prosecuted;
- Provide survivors the option to speak with all-women sexual assault investigative teams or conduct interviews in dedicated rooms for survivors;
- Promptly complete a detailed report of the sexual assault and make it available to survivors, as reports aid survivors in pursuing protection orders, civil remedies, immigration petitions, insurance benefits, and compensation claims;
- Take actions to identify, arrest, and/or refer charges on the suspect;
- Include other duties associated with the [investigation](#) process and case follow-up.

([Roles and Responsibilities of Police](#) (Sexual Assault), Legislation module; [Toolkit to End Violence Against Women](#); [Model Strategies](#),8b; Advocates for Human Rights, [Assault Response Teams](#))

Honour-based violence:

- [Interview](#) parties, witnesses, including children, separately;
- Use an authorized interpreter and do not rely on family members, neighbors, friends or community members to act as interpreters;
- Provide protection to the person who reported the violence;
- Avoid serving as a mediator between the victim and the offenders.

([UN Handbook](#), Section 3.8.1; General Assembly Resolution, 1998, [Crime Prevention and Criminal Justice Measures to Eliminate Violence against Women](#), A/Res/52/86; Commission on Crime Prevention and Criminal Justice, 2010, [Revised Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice](#) as cited in [Legislation Module](#))

Forced Marriage:

- Meet with the woman alone in a safe and private location;
- Establish a future contact plan and code word for safe communication with the victim;
- Provide information on available options and remedies (e.g. annulment, divorce, protection orders, harassment restraining orders; and her right to seek legal advice)
- Advise of risks involved in travelling abroad and if travel will take place, request consent to obtain:
 - a copy of the woman's passport,
 - information about the family (survivor and any dependents' names and birth date, name of father, (potential) spouse and father-in-law, overseas address, wedding date, contact information for family and close relatives, and a trusted third person in both countries),

- travel details and companions,
- approximate return date,
- safe way of contacting the woman while abroad (information only the victim would know);
- The woman should be requested to contact police upon return and obtain her written consent to authorize police or other relevant state actor to act on her behalf should she fail to return as planned;
- Conduct specialized [risk assessment](#) (including family history of forced marriage) and [safety planning](#), including in case the survivor is seen meeting with police;
- Identify any other crimes committed and details of threats, abuse or hostile actions;
- Refer survivor to specialized forced marriage agencies and other relevant services;
- For child survivors, provide a referral to child protection services; and
- Obtain contact details of the person reporting to the police, whether a third party or the survivor as well as their photograph and other identification documents; and details of any trusted friends and relatives of the survivor or woman or girl at risk.

(Forced Marriage Unit. 2009. "[Multi-agency practice guidelines: Handling cases of Forced Marriage](#)." Home Office. London, as cited in [Duties of Police](#) (Forced Marriage) in Legislation module).

Illustrative examples of response guidelines and protocols

Form of Violence	Global and country-specific guidelines and protocols
Violence against women generally	<p><i>Global:</i> Guidelines for Integrating Gender Perspectives into the Work of United Nations Police in Peacekeeping Missions (DPKO Department of Field Support, 2008)</p> <p><i>Argentina:</i> Protocol for Action of the Municipal Urban Guard (GUM) to Prevent and Respond to Situations of Violence and Abuse Towards Women in the City (CISCSA - Women and Habitat Network, 2008)</p> <p><i>Guyana:</i> Sexual and Domestic Violence Protocols for Police Officers (Help and Shelter, funded by UNIFEM, for the Ministry of Labour, Human Services and Social Security, 2009)</p>
Domestic violence	<p><i>Global:</i> National Law Enforcement Policy Centre, Domestic Violence Model Policy (International Association for Chiefs of Police, 2003).</p> <p><i>Australia:</i> Victoria Police Code of Practice for the Investigation of Family Violence (Victoria Police, 2010)</p> <p><i>Belgium:</i> la circulaire n°COL 3/2006 du 1er mars 2006 du Collège des Procureurs généraux près les Cours d'appel (Collège des Procureurs Généraux, 2006)</p> <p><i>Albania:</i> Police Protocol on Domestic Violence (USAID, 2006)</p> <p><i>Prince Edward Island (Canada):</i> Police Response to Domestic Violence: Woman Abuse Protocol (Justice and Public Safety, 2010)</p> <p><i>Fuenlabrada (Spain):</i> Protocolo de Actuación Policial ante casos de mujeres víctimas de malos tratos de la Policía Local de Fuenlabrada</p> <p><i>Uganda:</i> Code of Conduct for Police Officers</p>
Sexual violence	<p><i>Regional:</i> Great Lakes Protocol on the Prevention and Suppression of Sexual Violence against Women and Children (2006)</p> <p><i>South Africa:</i> National Policy Guidelines for Survivors of Sexual Offences (Department of Justice and Constitutional Development, South African Police Service, 1998)</p>
Sexual exploitation/trafficking	<p><i>Global:</i> First Aid Kit for Use by Law Enforcement First Responders in Addressing Human Trafficking (UNODC, 2010)</p> <p><i>Bosnia and Herzegovina:</i> Rules on Protection of Foreign Victims of Trafficking in Human Beings (Ministry of Security, 2004) and Rules on Protection of Victims and Witnesses of ... who are Citizens of BIH (Ministry of Security, 2007)</p> <p><i>Kosovo:</i> Standard Operational Procedures for Victims of Trafficking in Kosovo (Ministry of Internal Affairs, 2008)</p>
Crimes committed in the name of “honour”	<p><i>Denmark:</i> Strategy for Police Action against Honor-related Crime (National Commission of the Danish Police, 2007)</p>
Forced Marriage	<p><i>United Kingdom:</i> “Multi-agency practice guidelines: Handling cases of Forced Marriage” (Forced Marriage Unit, 2009)</p>
For additional information on country protocols, see the Secretary-General's Database (filter for regulations/protocols/guidelines) and Virtual Knowledge Centre Tools Database	

Establish procedures for the effective investigation of cases

- Investigations of gender-based violence require techniques that do not degrade or further traumatize the survivors and that minimize intrusion into their lives. The investigation should maintain standards for evidence collection which can contribute to future prosecution of cases, if the woman or girl chooses to pursue legal recourse.
- The **purpose** of an investigation is:
 - To determine whether an offence was committed or to disprove an allegation
 - To identify victims and witnesses
 - To gather and preserve evidence of any kind that may be relevant
 - To discover the cause, manner and location of an offence
 - To prove the identity of the suspect or person(s) responsible
 - Where appropriate, to formulate the ground to bring a charge
 - To document the investigation, evidence, and prepare to present evidence at trial
 - To prevent further victimization (includes both the victim and others who may be affected, such as children).
- The **investigation process** comprises the following:
 - An initial and prompt response to all alleged incidents
 - Ensuring the safety of all the persons involved
 - Identification of the crime and those directly involved (victim, witnesses, perpetrator(s))
 - Full explanation of procedures and the purpose of investigation to all parties concerned
 - Utilization of all possible investigation aids (e.g. fingerprint experts, physicians, nurses or other health staff specifically trained in [forensic exams](#), psychologists, victim advocates)
 - Systematized [collection of all relevant evidence](#) (e.g. victim and witness statements, weapons, letters, notes, verbal remarks, evidence of physical harm to persons or property, samples of blood, semen, hair etc)
 - Documentation of the investigation and preparation of a court brief
 - Preparation and provision of support to the survivor and witness(es) during the court procedures

Excerpt from: UNODC. 2010. [Handbook on effective Police responses to violence against women](#). UNODC. Vienna.

- Throughout the investigation process, it is important that security personnel follow clear protocols in regards to protecting the rights of survivors, witnesses and suspected perpetrators. This is particular important during [interviews](#) with victims, witnesses and suspects, which must follow clear [ethical guidelines](#).

Collection of evidence

In an investigation of domestic violence, sexual assault or rape, police need to collect a range of physical and verbal forms of evidence. In addition to [taking statements](#) from victims and suspects and documenting other verbal remarks or communication made by survivors or perpetrators during the investigation process, physical evidence, including forensic evidence of a crime (e.g. fingerprints, saliva, blood, and semen, tissue under fingernails, unique ligatures, hairs and fibres) – which is scientifically examined, should be collected. This evidence may prove vital in linking a perpetrator to a particular crime scene or victim.

Key forms of evidence include:

- Signs of injuries (e.g. cuts, scrapes, bruises, fractures, choking, pulled out hair) that can be photographed or attested to by an examining physician or medical clinician. Police should also be familiar with injuries that may not be visible immediately after an incident (e.g. strangulation, which may not appear for several days).
- Torn clothing
- Broken fingernails
- [Forensic evidence](#) / DNA (e.g. fingerprints, saliva, blood, and semen, tissue under fingernails, unique ligatures, hairs and fibres; and in cases of murder, the victim's body)
- Paper documentation— diaries, letters, notes —either from the suspect or written by the victim and detailing past acts of abuse and violence
- Weapons
- Broken household items, indicating a violent incident
- Observations of neighbours, friends and family
- Statements from service providers involved in past incidents of violence
- Prior police incident reports
- Medical files detailing past injuries (used only with the permission of the victim)
- Evidence of court orders, including bail restrictions or restraining orders
- Evidence of alcohol and/or drug abuse by the offender
- Criminal record/history of the alleged offender and all suspects
- Computer, internet/ email, text messages, and other forms of electronic evidence (voicemails, answering machine tapes, emergency number police tapes)

Excerpt from: UNODC. 2010. [Handbook on effective Police responses to violence against women](#). UNODC. Vienna.

The following considerations should guide evidence collection practices:

- Forensic and medical examination should be made available to survivors, without requiring additional consent (such as from a male relative), whether or not they are choosing to make a police report.
- Multiple collections of forensic and medical should be prevented to limit secondary victimization.
- Forensic and medical evidence should not be mandatory to convict a perpetrator.
- It is the survivor's right to choose whether and how she wants to submit evidence and prosecution should be able to take place in the absence of the survivor.
- Each item must be carefully collected, preserved and individually documented.
- Evidence collection practices (including what should be collected and how to collect it) should be regularly reviewed and updated as needed through periodic meetings with prosecutors and other legal personnel.

(UNODC, 2010, [United Nations -DAW/UNODC](#), 2010)

Promising Practice:
The Royal Canadian Mounted Police's Domestic Violence Investigation Guide

The Royal Canadian Mounted Police in British Columbia has developed a [*Domestic Violence Investigation Guide*](#), which directs police in gathering information for risk assessment and preparing evidence for prosecution. The guide aims to assist with the bail hearing by providing relevant information to the courts and to assist in identifying risk factors that may put the victim at further risk of violence. The information collected relates to both the suspect and the victim and includes full details on:

- Suspect's criminal history of violence
- Suspect's previous history of domestic violence
- Court orders pertaining to the suspect and any history of violating such orders
- Suspect's history of alcohol/drug abuse
- Suspect's history of employment instability or financial problems
- Suspect's history of mental illness
- Suspect's history of attempted or threatened suicide
- Suspect's access to, use of or threat to use weapons
- Victim's perception of personal safety
- Victim's perception of future violence, or risk of violence
- Current status of the domestic relationship (e.g. pending divorce)
- History of escalation of abuse/violence in the relationship
- If children are involved, have been or could be exposed to violence
- History of threats by the suspect to the victim, her family, friends, co-workers or a pet
- History of suspect forcing sexual contact on the victim
- History of suspect displaying jealous behaviours, stalking or harassment of the victim or a previous partner
- Other information that may be relevant (e.g. is the victim socially or geographically isolated, unwilling/unable to leave the home, does not speak the local language (a recent immigrant), living with some form of disability?)

Excerpt from: [United Nations Office on Drugs and Crime, \(2010\), 'Handbook on Effective Police Responses to Violence against Women', Criminal Justice Handbook Series, Vienna: UNODC; Royal Canadian Mounted Police.](#)

Additional examples of guidance developed by police forces on how to investigate violence against women and girls, search the [Secretary-General's Database on Violence against Women and Girls](#) (filter for *Regulations/protocols/guidelines and police*).

Conducting Interviews

- The experience of survivors during the interview process can determine whether she will pursue a case through the criminal justice system and has the risk of re-traumatizing women and girls if police or other uniformed personnel do not demonstrate respect for their rights and maintain ethical interviewing practices when taking statements from survivors.
- Police (and where relevant, military personnel) should consider the potential risks and consequences a woman survivor or witness may face when being interviewed. These may include renewed trauma through the interview process; stigmatization by family and community members for disclosing her experience; losing her home, employment, or custody of her children, as well as continued or increased future abuse (by partners in domestic violence cases; by traffickers or other perpetrators where the survivor's identity is not protected).
- Critical ethical issues to consider before, during and after an interview include:
 - *Prioritize safety.* Treat each woman and the situation as if the potential for harm is extreme until there is evidence to the contrary. Do not undertake any interview that will make a woman's situation worse in the short- or longer-term.
 - *Maintain confidentiality.* Interviews must be conducted in a safe, confidential and completely private setting, where possible (such as a separate room for taking statements or at the office of a survivor support group). Anonymity should be assured. If translation is needed, ensure the woman and girl is comfortable with the translator before proceeding with the interview (ideally working with women's groups and other service providers to identify an appropriate translator).
 - *Get informed consent.* Make certain that the woman or girl clearly understands the content and purpose of the interview, the intended use of the information, her right not to answer questions, her right to terminate the interview at any time, and her right to put restrictions on how the information is used. See specific guidance on working with [girl survivors](#) and [women and girls with disabilities](#).
 - *Word questions carefully.* Questions should be constructed to consider survivor emotions about incidents of violence and should not aim to provoke strong emotional responses. Be prepared to respond to a woman's distress and rebuild her feelings of confidence and safety.
 - *Ensure participation is voluntary.* Individuals should be given the opportunity to skip questions or to end the interview at any time. They should also be given time to read or listen to the statement documented to ensure it accurately reflects her case and make any adjustments before the statement is submitted.
 - *Prepare referral information:* security personnel should not offer advice or make promises that they cannot fulfill.
 - *Listen sensitively.* Respect each woman's assessment of her situation and safety risks— each individual may have a different perspective on her situation.
 - *Avoid re-traumatizing the woman or girl,* for example by pushing for more explicit details of the act of violence when she is clearly deeply upset by remembering what happened.
 - *Be prepared for emergency intervention* (i.e. have a contact list of health, psycho-social and other survivor support organizations if the survivor asks for immediate assistance, becomes traumatized or shows signs of ill health).

- *Keep data confidential:* Strict protocols must be followed in removing identifying markers from data before storage and publication (e.g. the victim's name, address, location and date of the incident)
- *Use information ethically* (i.e. to support or benefit the survivor and her children, to help other survivors, to locate and bring a perpetrator to justice)

(WHO, 2007; [WHO](#), 2003; see also [Ethical Guidelines section](#)).

Principles for interviewing survivors of sexual assault (International Association of Chiefs of Police)

Respect the survivor's immediate priorities.

- Attend to the immediate health and safety concerns and questions about reporting and the criminal justice process before beginning the interview.
- Survivors have a right to accept or decline all services. This does not mean that a thorough investigation should not be conducted.

Build a rapport with the victim.

- Victims may know little about the investigative process and may find the criminal justice system confusing, intimidating, or even frightening. Explain all processes during each step of the interview and investigation. This creates transparency and trust, while helping to restore the survivor's sense of control.
- Assure the survivor that they will not be judged and that the information reported is being taken seriously.
- Survivors of sexual assault may blame themselves. Reassure them that, regardless of their behaviour, no one has the right to assault them.

Ask the survivor if they would like to have a support person present for the interview.

- It is best practice to allow victims to have an advocate or a support person of their choosing present during the medical exam and/or law enforcement interview.
- Provide victims with written contact information for community referrals.

Recognize the impact of trauma and how this affects an individual's behaviour.

- Survivors of sexual assault may not report to law enforcement. Of the survivors who report, the majority do so after some delay. A delay in reporting should never deter a thorough investigation.
- Survivors may experience difficulty remembering all the details of the assault due to traumatic response. This does not mean they are lying or leaving out details intentionally. Often with time and as trauma recedes, details emerge.
- After sufficient time to conduct a thorough investigation, schedule a follow-up interview to gather any information that may have missed or not recalled earlier. Caution should be taken as this might re-traumatize the survivor and may not always be possible.

Provide victims with information on how to obtain medical treatment and undergo a forensic exam.

- Explain the medical significance of a sexual assault forensic examination, including testing for sexually transmitted infections and HIV.
- Notify the survivor of nearby locations where a sexual assault forensic examination is available. If possible, provide transportation to a local rape crisis centre or hospital.
- Should a survivor initially decline a forensic medical examination, provide information as to where they may obtain an exam at a later time.
- Physical evidence can be collected up to 120 hours (in some contexts) following a sexual assault. The survivor should be advised, however, that critical physical evidence and documentation of injuries may be lost with a delayed exam.

Do not pressure the survivor to make any decisions regarding participation in the investigation or prosecution during the initial interview or start of the investigation.

- Sexual assault survivors are often reluctant to actively participate with case proceedings. Document any information shared, as this may aid in the identification and apprehension of a serial offender.
- Pressuring a reluctant survivor to sign a form stating that they are not interested in prosecution and will not hold the agency accountable for stopping the investigation is poor practice and is potentially damaging to an agency.
- Survivor follow-up builds trust with victims and sends a message to the community about the seriousness with which an agency handles sexual assault crimes.

Excerpt adapted from: IACP. 2005. "[Sexual Assault Incident Reports: Investigative Strategies](#)".

General steps for conducting interviews with survivors include:

Planning and preparation

- *Choose an appropriate location:* When possible, the survivor should decide whether she is comfortable speaking in the police facility, or would prefer being another location (such as her home-if safe, a hospital, crisis centre or other support facility). For interviews in police facilities, a private space away from the perpetrator should be used. An interrogation room should not be used, since the woman or girl is the victim.
- *Determine if others will be present:* A trained officer (preferably a woman, although this may vary depending on the context) should conduct the interview. With agreement from the survivor, the interviewing officer may be accompanied by an additional officer and support person for the woman or girl.
- *Plan the questions to be asked:* Personnel should use an existing protocol or create a questioning guide to help sensitively identify the facts related to the incident (answering who, what, when, where why, and how).

Engage and Explain

- *Introduction:* The officer(s) should introduce themselves by name to the survivor.
- *Interview rules:* The process for the interview should be explained and informed consent should be received before the interview begins to ensure the woman or girl is comfortable with discussing the incident and understands what will follow.

Account

- *Free narrative:* The officer should start the interview by allowing the survivor to describe the incident and any other information she feels relevant, without being interrupted. Women and girls should be encouraged to explain their perspective on the events and given the time needed to fully share their experience, while the interviewer carefully document the information as appropriate.
- *Open questions:* The officer can follow-up on the narrative by asking additional questions that allow the survivor to describe greater detail on a specific part of the incident or clarify information from the narrative (such as “tell me about”; “what happened next?”; “tell me what else you remember”; “and then what happened?”).
- *Specific questions:* Closed-ended questions that can be answered by ‘Yes’ or ‘No’ may be used last to help complete any missing information from the narrative.

Closure

- *Referrals/Safety plan:* Survivors should be made aware of the other support services available to them (medical/ psychological care; shelter; legal assistance, etc.) and where possible, police should facilitate access to those services (e.g. providing transportation to support centres, facilitating contact with advocates, etc). In cases of domestic violence, trafficking, forced marriage and honour-related crimes, it is critical that police conduct [safety planning](#) with women and girls at risk of future abuse before the interview concludes.
- *Conclusion:* The officer should allow the survivor another opportunity to share any additional information on the incident and ask any questions on the process or next steps. She should be informed of the actions to be taken by police (that are realistic and do not set expectations for outcomes that cannot be guaranteed) and thanked for her assistance with the process.

Evaluate

- Individual or team reflection on the interview and outcomes should be conducted to identify follow-up actions, highlight lessons learned and inform future revisions to improve the process.

(Adapted from UNODC. 2010. [Handbook on Effective police responses to violence against women](#); and UNODC, 2009. [Anti-human trafficking manual for criminal justice practitioners: Module 8: Interviewing victims of trafficking in persons who are potential witnesses](#))

Illustrative Example:

Uganda Police Protocols and Procedures for dealing with victims and suspects

Key Principles for dealing with domestic violence cases:

- Talk to the suspect and the survivor separately.
- Inform the survivor about confidentiality and disclosure.
- Do not tell the suspect the source of information.
- Listen calmly to the survivor as she tells her story.
- Avoid making judgmental comments or conclusions.
- Give her a chance to express her opinion.
- Avoid telling your own story of violence.
- Help her think through and consider the safety options for herself and her children.
- Help her [assess her risk](#).
- Give her information about the available resources for abused women.
- Refer her for further support.

Working with women experiencing violence:

Key Principles

- Let the survivor know that she is not to blame for the violence.
- Tell her that there is no acceptable justification for violence.
- Remember that the survivor has tried other options and has finally come to police.
- Assure her of your support.
- Maintain the rules of confidentiality and disclosure which you agreed on with her.
- Do not make promises to her if you are not able to follow through.
- Interview the survivor in private; do not allow others to comment on the case.

Interview Guide

Welcome the client. Tell her your name; explain that you will ask her a few questions about her case:

- What brought you here today?
- Has violence ever happened before in your relationship?
- Has the suspect ever threatened to kill or hurt you?
- Do you feel you are in immediate danger? [If yes, refer to [risk assessment guide](#)]
- Was anyone present when it happened (e.g. your children, relative or neighbour)?
- Did you tell anyone when this happened (e.g. relatives, in-laws, Local Councils)?
- How would you like the police to help you?
- Do you feel safe returning home?
- There is a chance that your partner could be violent again, how could you [plan for your safety](#) in case this happens?
- Is there any other information you would like the police to know about the danger you may be in?
- Describe the options to the client e.g. written warning to the suspect, arresting the suspect, proceeding to court, etc). Explain requirements and implications of each.
- Would you like to see a counsellor or health care provider? (Give client the referral list, help her understand her options).
- Let the client read the statement you wrote, if she cannot read, read it back to her and ask her if it correctly represents her case and intentions.
- Explain the next steps that will be taken, ask if she is comfortable with this.

Working with suspects of domestic violence:

Key Principles

- Calm down the suspect in case he is very angry, anxious or violent.
- Use non-judgmental language when interviewing the suspect.
- Get suspect's side of the story.
- Avoid the question 'why did you use violence?' because it justifies the violent behaviour.
- Make sure the suspect is under your guidance and control.
- Avoid telling the suspect what you discussed with his wife / partner.
- Avoid revealing the person who called police in case the police carried out an arrest.
- Do not allow the suspect to dictate over you.
- Tell the suspect that his arrest is a police decision not the victim's decision.
- Tell the suspect the kind of offense committed.
- Avoid being dragged into issues that are not related to the offense reported.

Interview guide

- Welcome remarks
- Can you tell me what happened between you and your partner?
- Has it ever happened before?
- Are you aware of the crime that you committed? (Explain to suspect what he is being charged with)
- Are you aware of the consequences of this crime? (Explain to the suspect what will happen next)
- If the case will not be prosecuted, explain to the suspect what other action will be taken (e.g. signed written statement, reporting upwards).
- Tell the suspect that violence against women will not be tolerated
- Would you like to talk to a counsellor or other leader? If so, give referral list.

Excerpt: Turyasingura, H. (2007), '[Responding to Domestic Violence, A Handbook for Ugandan Police Force](#)', Kampala: Uganda Police and CEDOVIP.

Key tools

- ***Handbook on Effective police responses to violence against women, Criminal Justice Handbook Series*** (UNODC, 2010). This Handbook is designed to assist and guide policy officers in the prevention of, and response to, violence against women by: familiarizing them with relevant international laws, norms and standards relating to violence against women; and informing them about some promising approaches to effective police response to acts of violence. It outlines good strategies, procedures and practices that have helped police forces to enhance the safety and security of women in their communities. Available in [English](#).
- ***Victim Translation Assistance Tool - Life support messages for victims of human trafficking*** (UNODC, 2010). This tool is a unique resource for law enforcement officials to provide basic assistance to victims of human trafficking. Developed in collaboration with survivors of trafficking and survivor support experts, the tool uses audio messages with key encounter messages to facilitate the identification of and communication with a trafficked person and the launch of a criminal investigation. The tool contains 35 recorded basic questions and messages, which are translated into 40 languages, tailored for the gender of survivors and include special questions for children. Available in [English](#).

- ***Responding to Domestic Violence: A Handbook for Ugandan Police Force*** (Turyasingura, H., 2007). This Handbook provides background information on the problem of domestic violence as an abuse of human rights and provides guidelines on how to interview the victims, children who are affected by domestic violence as both victims and witnesses, and the perpetrators of domestic violence. Available in [English](#).
- ***Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice, Draft update to annex of General Assembly Resolution in 1997 (resolution 52/86)*** (UNODC, 2009). The 2009 Model Strategies and Practical Measures updates the 1997 version and takes into account new approaches and new prevention tools and good practices in combating violence against women. Available in [English](#).
- ***Ending Domestic Violence: a Manual for PWDVA Protection Officers*** (UNIFEM/ Lawyers Collective Women's Rights Initiative/ Indian Ministry of Women and Child Development, National Commission for Women, 2009). This Manual aims to provide comprehensive, step-by-step guidance to Protection of Women from Domestic Violence Act Protection Officers on how to fulfill their duties under the Act, from receiving a survivor through the litigation stage, including their court-directed duties. Written for non-legal readers and based on the Lawyer's Collective's knowledge and practical experience with the Act, the Manual is an essential resource for training officers to implement the law effectively and in a manner consistent with their legal obligations and the law's objective. The Manual can also be used by police, service providers, medical facilities, shelters and other civil society groups working on domestic violence, as well as by women seeking recourse to the law. Available in [English](#).
- ***Enhancing Law Enforcement Response to Victims: Resource Toolkit*** (International Police Chiefs Association, 2008). This toolkit is one of 3 resources in its Strategy Package for state and non-state law enforcement actors and policy-makers. The toolkit includes revised mission statements, schedules and process descriptions, stakeholder interview questions, sample action plans, partnership agreements, victim response policies and procedures, engaging staff and employing performance appraisals, informational material (brochures, press releases, websites) and links to relevant victim-related resources. Available in [English](#).
- ***WHO Ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies*** (WHO, 2007). The recommendations are designed to inform those involved in planning, conducting, funding, reviewing protocols for, approving or supporting information collection on sexual violence in humanitarian settings. This includes (but is not limited to) researchers, programme planners, donors, ethics review committees, managers and staff of humanitarian and human rights organizations, all staff involved in sexual violence inquiries (including translators and interpreters, data entry staff, drivers and others). Available in [English](#).
- ***Sexual Assault Guidelines, Sexual Assault Incident Reports Investigative Strategies*** (International Association of Chiefs of Police, 2005). The guidelines and interview strategies are based upon best practices in the United States regarding sexual assault incident investigations and were developed in collaboration with local, state, and federal law enforcement, prosecutors, advocates, medical, and forensic professionals. The guidelines aim to support officers and departments in preparing sexual assault cases for successful prosecution through detailed case documentation and thorough investigations, covering: standardized case coding and clearance; report writing; victim interview; suspect interrogation; investigation; and working with vulnerable populations. Available in [English](#).

- **WHO Ethical and safety recommendations for interviewing trafficked women** (Cathy Zimmerman and Charlotte Watts for the World Health Organization, 2003). This report is a resource for researchers, media, and service providers with limited experience working with trafficked women. The recommendations should be used together with existing standards and include ten basic standards for interviewing women who are in or have left a trafficking situation with an explanation provided for each standard and suggestions for their implementation. Available in [Armenian](#), [Bosnian](#), [Croatian](#), [English](#), [Japanese](#), [Romanian](#), [Russian](#), [Spanish](#) and [Serbian](#).
- **Human Trafficking Investigation Manual** (UNDP and DFID). This manual was developed as part of the Police Reform Programme in Bangladesh to support police responses to trafficking in persons. Available in [English](#) and [Bengali](#).
- **Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence against Women** (WHO, 2001). These guidelines are for researchers and practitioners who may collect information from survivors of domestic violence. The recommendations can be used to guide interviews conducted by professionals, such as police. Available in [English](#), [French](#) and [Spanish](#).

Working with specific groups

Girls:

Interviews with girls and other child survivors or witnesses should be conducted with additional sensitivity and care. Police should use simple language and short sentences; positive questions (e.g. did you tell anyone what happened?); and engage them directly (e.g. asking if they want to take a break, if they are tired, etc.), rather than expecting them to lead during the interview. Police should use positive facial expressions to make the girl feel comfortable, have eye-level contact and keep a relaxed posture to reduce the child's intimidation while speaking to someone who is likely physically larger than her (UNODC, 2010).

Guidelines for interviewing child victims (including those under 10):

- Take some time to first build rapport with the child and make them feel comfortable before asking questions about the incident.
- Assure the child that they are not in trouble because they are talking to the police.
- Assure the child that police officers talk with lots of children about things like this.
- Assure the child that he or she is not alone.
- Be respectful, attentive, sympathetic, calm and patient.
- Show your encouragement through body language, facial expression and voice.
- Conduct the interview in a place where the child feels comfortable and safe.
- Sit at their level—make eye contact.
- Use their name frequently, and introduce yourself by name, not title or rank.
- Keep questions short and simple, with age-appropriate language.
- Never assume that the child understands the question and language that you use.
- Remember that children may not be used to giving free-narrative accounts (telling their story all at once, without interruption) to adults, and may be more used to answering specific questions.
- If a child can't provide a free-narrative account, remember that this may be due to fear or embarrassment.
- Remember that even children who are unafraid or not shy may only give a very brief free-narrative account.
- Remember that children, given the development of memory and language, will often give accounts with key information missing.
- Research indicates that children may remember central information well, but not peripheral information.
- Don't rush them.
- Avoid repeating a question. Instead, rephrase it.
- Good questions are simple, specific, clear and directly related to the purpose of the interview.
- Avoid asking "why?" as this is often perceived as blaming and can lead to a defensive response.
- Check if the child understands the question. If unsure, ask them to paraphrase the question to you or ask them what they think the question means.
- Pay close attention to the facial expression and body language of the child for signs of confusion or tiring.
- Ask "Tell me more about that".
- Stay calm, with an even and soft tone of voice.
- Be relaxed and informal.
- Honour the child's loyalty to an abusive parent. Do not criticize, demean or judge a parent.
- Acknowledge a child's right not to speak. Do not make them talk if they are not comfortable doing so.
- Offer the child an opportunity to say anything else that has not been asked yet.
- Reassure the child that the arrested parent is safe and OK.
- Close all interviews by asking if the child has any questions, and then thanking the child for their help.

Excerpt. UNODC. 2010. [*Handbook on Effective police responses to violence against women*](#). UNODC. Vienna.

Women and girls with disabilities:

Police should work with organizations supporting women and girls with disabilities to identify the specific accessibility measures and training required for personnel to ensure an appropriate response to incidents of violence against them. Interviewing techniques, and a broader police response, should be developed in collaboration with expert organizations and women with disabilities themselves, and adapted to most appropriately support survivors living with a range of disabilities (from physical, communication and cognitive impairments).

General considerations for developing practices for interviewing women and girls with disabilities:

- Ensure responding police have had training or expertise specifically in identifying and interviewing people with differing functional needs due to disability
- Use video and audio taped evidence consistently
- Coordinate between police, sexual assault support workers, intellectual disability rights services and other relevant disability support workers
- Train independent third persons specifically regarding sexual assault
- Monitor matters systematically which are not investigated, or where a report is made but a statement is not taken, and the reasons for this
- Employ flexibility in taking the statement to accommodate the person's impairments, such as limited concentration, memory impairments or need for communication aids

Excerpt: Murray, S. and Powell, A. 2008. "[Sexual assault and adults with a disability: Enabling recognition, disclosure and a just response.](#)" Australian Centre for the Study of Sexual Assault.

The United States Office for Victims of Crime has developed a video training and facilitation guide for training law enforcement, prosecutors and other justice actors, advocates and others on interviewing women and child survivors with cognitive and communication disabilities, which uses an 8-step process as follows:

1. *Preparing the interview site:* Determine team members/ specialist support and material aid required for the interview and set up of room/ space.
2. *Introduction:* Introductions between the interviewer and the survivor as well as any caregiver or support person that may accompany them (although the interview might be conducted without the caregiver/support person); an explanation of the interview process and time required.
3. *Providing for the victim's needs:* Getting consent from the survivor (including for recording the interview if audio or video material will be documented), providing water, familiarizing the woman with the space, including the bathroom, and informing her of periodic breaks that will take place in the interview, and as well as giving her the option to ask for breaks at any time.
4. *Developing rapport:* Based on a standard interviewing protocol for survivors, the interviewer should explain their role, the purpose of the interview, and the steps that will follow. The interviewer should speak openly about their professional role and inquire about the survivor's interests, being prepared to respond to an emergency (e.g. if the survivor becomes distressed or ill).
5. *Language:* The interviewer should maintain strong listening skills and keep focused on the survivor's story, using simple and direct language, which is age-appropriate and matches their use of language and grammar. Questions should be broken into concrete pieces asked one at a time.
6. *Personality traits of the survivor:* The interview may not develop in chronological order as individuals with cognitive disability may process information differently, and should be asked if they understand throughout the process, since they may not stop the interviewer when something is unclear. Survivors may provide responses based on

what they believe are the desired answers, so the interviewer should not demonstrate a preference when asking questions. Survivors should also be encouraged and positively acknowledged for their assistance and participation in the process.

7. *Interviewer patience and demeanor:* Although the interviewer will guide the process, they should be calm, patient and caring toward survivors, and use compassion, respect, empathy, dignity, and openness with regards to the woman or girl's needs. Survivors should be given the time required to answer questions, and space given between responses and follow-up questions. When the interviewer cannot understand the survivor, they should ask for clarification, by asking for the response to be repeated, rephrased or getting assistance from a different interviewer (or independent or trusted facilitator/ interpreter) if needed. If this is necessary, the interpreter must be briefed on what is expected of him or her during and after the interview. The interpreter may require debriefing following the interview, both for the person's psychological well-being and for issues of confidentiality that may concern the victim.
8. *Signals and Control:* Signs that the survivor is stressed (which may depend on their particular disability), may include withdrawal, looking around, fidgeting, humming, groaning, rocking, hand wringing, leg swinging, tapping, and not answering questions. These should be monitored and addressed by taking a break or changing the subject. The interview may not be completed in one session and require multiple short sessions, particularly if there is significant stress created by separating the survivor from their caregiver/support person. The interviewer should announce regular opportunities for a break and monitor the survivor's comfort level, since she may feel pressure to continue with the interview. As with all interviews, information on referral and support services (such as legal assistance, crisis counselling, accessible shelter services, etc.) should be provided before the interview ends.

Adapted from Office for Victims of Crime. 2007. "[Victims with Disabilities: The Forensic Interview Techniques for Interviewing Victims with Communication and/or Cognitive Disabilities: Trainer's Guide.](#)" US Department of Justice. Washington, D.C.

Additional resources:

- ***Child Domestic and Gender Based Violence and Related Abuses Training Manual*** (Rwandan National Police Criminal Investigation Department, 2008). This manual is a resource for law enforcement officers and trainers to improve police interview techniques in gender-based violence, including sexual abuse cases. The tool provides detailed guidance on the process and manner for interviewing survivors, including child victims of sexual abuse, as well as taking statements from witnesses and interviewing alleged perpetrators. Available in [English](#).
- ***Victims with Disabilities: Collaborative Multidisciplinary First Response, Techniques for First Responders Called to Help Crime Victims who Have Disabilities*** (Office for Victims of Crime, U.S. Department of Justice, Office of Justice Programs, 2009). This trainer's guide for police and other first responders provides effective techniques to help crime victims living with disabilities that affect their intellectual and communication abilities. The accompanying training DVD provides a specific set of guidelines for law enforcement officers, paramedics, victim advocates, forensic interviewers, and others who have been called to respond to a crime in which the victim has a disability. Available in [English](#).
- ***Promising Practices in Serving Crime Victims with Disabilities Toolkit*** (US Department of Justice Office for Victims of Crime, 2008). This toolkit is for organizations seeking to improve their capacity to respond to crime victims with disabilities. The resources in the online toolkit help to identify and address issues and obstacles encountered by people with disabilities who have been victimized or abused. Available in [English](#).

- ***Crime Victims with Disabilities*** (Office for Victims of Crime). This website provides links to tools, studies, videos and other resources for police and other criminal justice practitioners working with victims with disabilities. Available in [English](#).
- ***Victims with Disabilities: The Forensic Interview—Techniques for Interviewing Victims with Communication and/or Cognitive Disabilities*** (Office for Victims of Crime, 2007). This DVD provides a specific set of guidelines for law enforcement officers, prosecutors, victim advocates, forensic interviewers, and others for interviewing adults and children with communication and/or cognitive disabilities. The video is accompanied by an interactive [discussion guide](#) including a transcript of the DVD and a glossary of terms and concepts used in the film. Available by order in [English](#).
- ***Model Protocol on Safety Planning for Domestic Violence Victims with Disabilities*** (Hoog, C. for the Washington State Coalition Against Domestic Violence, 2003). This protocol and policy recommendations aim to improve domestic violence agency safety planning services for people with disabilities and enable people with disabilities to participate in safety planning while recognizing the various environmental and social challenges they face. Guidance is provided for safety planning in both crisis situations as well as longer-term planning, with considerations for different disabilities and specific skills to enhance safety outlined in the protocol as well. Available in [English](#).

Provide immediate safety and protection for survivors

The safety needs of survivors or women and girls at risk of violence will vary based on their particular circumstances and the forms of violence they have experienced. Police and other security personnel can take various actions to address the women's ongoing safety needs, including mitigating the risk of future violence. This involves conducting adequate risk assessment and mitigation and putting in place a personal [safety plan](#) for the survivor.

Risk assessment

- Risk assessment is a critical tool to help police establish how safe or at risk of future violence a survivor might be, in order to ensure she receives appropriate protection and to help her develop a plan to secure her future safety and the safety of any relatives or other dependents (children, extended family, etc).
- There are different types of risk assessments which have been developed for domestic violence survivors (lethality assessments, risk of reassault), although the tools cannot scientifically predict whether violence will reoccur. Key considerations to maximize the safety of women and girls when using a risk assessment include:
 - The risk assessment should be done in collaboration with any woman or girl perceived to be at risk of future violence. The woman should be comfortable and understand the purpose of the assessment and why certain questions are being asked, which is important to gain her trust in sharing information on the abuse and to help address her fears. As with other interviews, it is essential that police officers follow [ethical guidelines](#) and exercise sensitivity when asking about any type of abuse or assault. They must also be aware of the vulnerability of survivors and how their security may be further affected by issues such as unequal social and family status, discrimination and other barriers related to economic, education, language and/or immigration status.
 - Risk assessment instruments should be selected based on the specific purpose (identifying risk of femicide or threat of future abuse by intimate partners), and tailored to the context in which they are being used, with validation from survivors and their advocates.
 - Women are at increased risk of violence, particularly lethal attacks, when they are about to leave a relationship or have just left the abuser, during pregnancy, or when they have previously been strangled or sexually abused. Past abuse, criminal history and substance abuse are factors associated with risk of reassault by a partner. Risk assessment should be done regularly as the dynamics affecting a woman or girl's risk of violence change with time.
 - While women can provide important insight into their risk of violence, they may minimize the potential lethality of violence committed by their partner, which is why it is important to use assessments to complement women's perceived level of safety and determine a plan to minimize her risk of future harm.

- Risk assessments generally review the:
 - history of abuse (physical, sexual, stalking or harassment, controlling behaviour and emotional abuse), including frequency and changes in severity over time;
 - intimidation and threats made by the perpetrator;
 - use or access to weapons; and
 - other relevant issues the woman may note (separation/child custody issues, substance abuse, history of witnessing or experiencing abuse as a child, abuse of animals, etc).

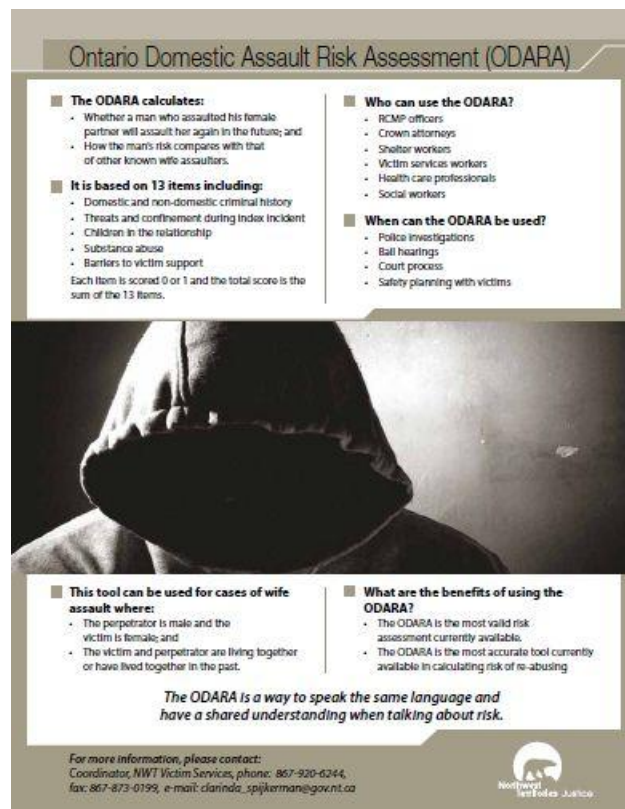
([Campbell](#), 2005; [IACP](#), 2006; [Metropolitan Police Service](#), 2003)

- Examples of assessment instruments examining the potential for reassault by intimate partners include (Campbell, 2005):

➤ [Domestic Violence Screening Inventory-Revised](#) (Williams & Houghton, 2004; [Williams and Grant](#), 2006)

➤ [Ontario Domestic Abuse Risk Assessment](#) (Hilton et al., 2004), by the Ontario Provincial Police and the Ontario Ministry of Health, involves 13 questions to rank abusers within a seven-category scale of risk for reassault.

➤ [Spousal Abuse Risk Assessment](#) (Kropp, 2004) and the related, more-police oriented [Brief Spousal Assault Form for the Evaluation of Risk \(B-SAFER\)](#) (British Columbia Institute Against Family Violence, P. Randall Kropp, Ph.D., Stephen D. Hart, Ph.D., Henrik Belfrage, Ph.D. and the Department of Justice Canada, 2004)



The image is a fact sheet for the Ontario Domestic Assault Risk Assessment (ODARA). It features a central image of a person in a dark hoodie with their face obscured by their hands. The text is organized into several sections:

- Ontario Domestic Assault Risk Assessment (ODARA)**
- The ODARA calculates:**
 - Whether a man who assaulted his female partner will assault her again in the future; and
 - How the man's risk compares with that of other known wife assaulters.
- It is based on 13 items including:**
 - Domestic and non-domestic criminal history
 - Threats and confinement during Index Incident
 - Children in the relationship
 - Substance abuse
 - Barriers to victim support

Each item is scored 0 or 1 and the total score is the sum of the 13 items.
- Who can use the ODARA?**
 - RCMP officers
 - Crown attorneys
 - Shelter workers
 - Victim services workers
 - Health care professionals
 - Social workers
- When can the ODARA be used?**
 - Police investigations
 - Bail hearings
 - Court process
 - Safety planning with victims
- This tool can be used for cases of wife assault where:**
 - The perpetrator is male and the victim is female; and
 - The victim and perpetrator are living together or have lived together in the past.
- What are the benefits of using the ODARA?**
 - The ODARA is the most valid risk assessment currently available.
 - The ODARA is the most accurate tool currently available in calculating risk of re-abusing.

The ODARA is a way to speak the same language and have a shared understanding when talking about risk.

For more information, please contact:
 Coordinator, NWT Victim Services, phone: 867-920-6244,
 fax: 867-873-0199, e-mail: clarinda.spijkerman@gov.nt.ca

Northwest Territories Justice

Source: [Ontario Domestic Assault Risk Assessment Fact Sheet](#)

- Instruments examining lethality or risk of murder:
 - [Danger Assessment: questionnaire and calendar](#) (Campbell, 2001)
 - [Domestic Violence Risk Assessment Model](#) (United Kingdom Metropolitan Police Service, 2003). The tool is for police, but based on a victim-led intelligence approach to ensure the victim's needs are met by the police. Inputs from survivor focus groups have further informed the relevance of the tool.
 - [DV-MOSAIC](#) (de Becker, 1997; Gavin de Becker & Associates, 2000), a computerized system for law enforcement and other professionals to conduct a threat assessment for potential of serious domestic violence, including in school, university and workplace settings.
- Risk assessment for other forms of violence
 - Trafficking: *Anti-Human Trafficking Manual for Criminal Justice Practitioners: Module 5: [Risk assessment in trafficking in persons investigation](#)* (UNODC, 2009).
 - Forced marriage and Crimes Committed in the Name of "Honour": [Domestic Abuse, Stalking and 'Honour'-based Violence Risk Identification Checklists](#) (available in 13 languages) and [Guidance](#) (United Kingdom: Co-ordinated Action Against Domestic Abuse, 2009).
- Police may conduct risk assessments as part of their investigation, or may coordinate with other service providers and agencies in the process, when there is agreement by the woman or girl at risk ([Jaffe and Macquarrie](#), 2010). For example, in Canada, the [Alberta Relationship Threat Assessment and Management Initiative](#) (ARTAMI) is a unit involving four municipal police, a government prosecutor, a family law expert, a victim safety specialist, and a children's services liaison, with access to a forensic psychologist. It coordinates the efforts of justice officials and community organizations to more effectively address threats posed in violent, high-risk relationships and stalking situations, based on analysis of risks undertaken by individual agencies. It also serves as a resource for police, domestic violence shelters, corrections officials, mental health workers, and communities for developing safety strategies and other supports to survivors ([Millar](#), 2009).

Example: Uganda's Police Manual: Risk Assessment Interview Guide (for Domestic Violence)

- Have you ever been seriously injured? Please describe what happened and when it happened
- Have you ever talked to someone about this problem? If yes whom did you talk to?
- Do you have children? If yes do they also experience violence from their father? If yes can you tell me what has ever happened to them?
- Does the suspect have any weapons (e.g. gun, big stick, knife, spear, bow and arrow)? If yes can you tell me the type of weapon that he has?
- Has the suspect ever threatened you with the weapons mentioned above? If yes what did he do?
- Has the suspect ever threatened to kill or hurt you? If yes when did he threaten you last? How did he threaten you?
- Does the suspect have a history of violence with others? If yes can you give some examples of his violence?
- Has he prevented or stopped you from going out or associating with other people?
- Does he get very upset if you talk to other men or accuse you of having affairs?
- Does he drink alcohol or use any other drugs? If yes does he become violent when he's drunk?
- Has the suspect ever forced you to have sex?
- Has he ever abused the children?
- Has he ever abused pets/livestock?
- Has he ever strangled you?
- Is there an increase in the frequency and/or severity of the violence?
- Is there any other information you would like the police to know about the danger you may be in? (An event, a specific threat, a feeling you may have)?

Based on the above questions, evaluate the level of risk for survivor.

Ranking Level of risk

1 - 4 At risk

5 - 7 At High risk

8 - 10 At Extreme risk

Do whatever is necessary such as referring her to other services for abused women, arrest suspect, and find alternative housing.

Source: [Turyasingura. 2007. "Responding to Domestic Violence: A Handbook for the Uganda Police Force". Center for Domestic Violence Prevention. Kampala.](#)

Additional Resources:

- ***Special Collection: Intimate Partner Homicide*** (National Online Resource Centre on Violence against Women, 2011). Available in [English](#).
- ***Inventory of Spousal Violence Risk Assessment Tools Used in Canada***, (Millar, A. for Department of Justice, 2009). Available in [English](#).
- ***Intimate Partner Violence Risk Assessment Validation Study, Final Report*** (J. Roehl, Ph.D.; C. O'Sullivan, Ph.D.; D. Webster, ScD; J. Campbell, Ph.D. 2005). Available in [English](#).
- ***Risk Assessment*** (Turkish Police, UNFPA, 2007). Available in [Turkish](#).

Risk management

Security personnel should take specific measures to mitigate/ manage risks of future violence as follows:

- Facilitating [order for protections](#), including no-contact or barring orders and [post-hearing orders](#) or court protection orders
- Working with victims to identify risk factors and create a personalized [safety plan](#)
- Referring or escorting women to shelters or alternative safe accommodation
- Adoption of a [mandatory arrest policy](#) in all cases of alleged or suspected domestic violence
- Requesting, as necessary, strict release conditions for offenders, including curfews, no-contact orders, abstinence from alcohol, prohibition from weapons and seeking and [attending counselling](#)
- Monitoring and enforcement of bail/release conditions and post-trial release conditions
- Notification of victims prior to release of an offender
- Investigating reports of threats received by women ([UNODC](#), 2010).

Example: Victoria [Family Violence Risk Assessment and Risk Management Framework](#) (Australia)

In response to the need for an integrated response to family violence and stemming from the state-wide Steering Committee to Reduce Family Violence, the Victoria government (Australia) developed and piloted in 2007 a risk assessment and management framework for promoting integrated responses to family violence. The framework is designed to be used by various actors who may engage with women and children at-risk (e.g. educators, nurses, other health care providers) or provide direct support to survivors, including police, housing authorities, child protection workers, court registrars and other service providers across sectors. The framework sets out six components for identifying and responding to family violence as follows:

1. a shared understanding of risk and family violence across all service providers
2. a standardized approach to assessing risk
3. appropriate referral pathways and information sharing
4. risk management strategies including ongoing assessment and case management
5. consistent data collection and analysis to ensure the system is able to respond to changing priorities, and
6. quality assurance strategies and measures that underpin a philosophy of continuous improvement.

The framework is presented in a manual with detailed guidance around each component area, tailored to fit the specific roles of different agencies and actors (such as the police) to ensure responses are consistent across the system and most effective for survivors. This ensures use and strengthening of existing protocols, such as the police [Code of Practice for the Investigation of Family Violence](#), rather than creating new guidance for responding to violence. The manual is complemented by various [training materials](#), including [handbooks](#), [videos](#) and training the trainer materials that have been used to roll out the framework's implementation.

Source: Family Violence Coordination Unit. 2007. "[Family Violence Risk Assessment and Risk Management Framework](#)." State of Victoria. Melbourne.

Promising Practice: The [Metropolitan Police Service Domestic Violence Risk Assessment Model](#) (United Kingdom)

This model sets out a risk assessment and management model with the following steps:

1. Initial risk assessment by the reporting officer: The reporting officers and their patrol supervisor should identify risk factors and decide the level of intervention required ([Form 1](#)), which should be completed for every incident. The next stage depends on the risk level identified.

2. Risk Assessment by Investigating Officer: A [second form](#) of questions follows guided by the SPECCS principles:

Separation: victims trying to leave relationships are at greater risk of lethal violence. Many incidents happen as a result of child contact or custody disputes.

Pregnancy / new birth: domestic violence can start or get worse in pregnancy.

Escalation: identifying repeat victimization and escalation of incidents is important since domestic violence is likely to be repeated and may increase in severity over time.

Cultural Issues/ sensitivity: Domestic violence may take on different forms within specific communities; survivor needs may differ among language, religious or cultural groups, and may require protection and safety measures (e.g. women and girls at risk of crimes committed in the name of 'honour'), as well as specialized efforts where there is perceived racism or other forms of discrimination preventing women from accessing support services.

Stalking: Persistent and consistent calling, texting, sending letters, following, and other intimidating and threatening behavior is linked with greater risk of violence, especially if a stalker has had an intimate relationship with the woman or girl. Stalking and physical assault are also associated with risk of murder and attempted murder.

Sexual Assault: Women who have been sexually abused by an intimate partner are at greater risk of serious violence, including femicide. Those who report a domestic sexual assault tend to have a history of domestic abuse whether or not it has been reported, and one in twelve of reported domestic sexual offenders are considered to be potentially dangerous offenders.

3. Establish an Intervention Plan, using guidance

Several levels of intervention/prevention should be considered once risk are identified.

- **Referral** to other services (e.g. victim support, refuge, solicitor)
- **Direct action** (e.g. prosecute, caution, harassment warning)
- **Proactive action** (e.g. collect evidence, install surveillance, issue a panic alarm, develop a safety plan, nominate a safe contact)

Risk Management: The model also establishes options for risk management (RARA):

Remove the risk: by arresting the suspect and obtaining a remand in custody.

Avoid the risk: by re-housing victim/ significant witnesses or placement in a shelter in a location unknown to the perpetrator.

Reduce the risk: by joint intervention/ victim safety planning, target hardening and use of protective legislation.

Accept the risk: ongoing reference to the risk assessment, continual multi-agency intervention planning, support and consent of the victim and offender targeting within Pro-active Assessment and Tasking Pro-forma and Multi-agency Public Protection Panel format.

Excerpt adapted from: Richards, L. 2003. "[Metropolitan Police Service Domestic Violence Risk Assessment Model](#)." Metropolitan Police. London.

Safety Plans

- Personal safety plans help survivors to identify and mitigate risks of future violence and identify strategies to enhance their safety (including for their children). Such plans may be developed by the woman with the support of police, survivor advocates, shelter staff, counsellors or other service providers (UNODC, 2010).
- The plans should focus on risk identification and mitigation, and can include multi-agency supports and responses, such as police, counsellors, courts, bail supervisors and health-care providers. A safety plan involves the systematic review of all facts that affect (positively and negatively) a woman's safety and are tailored to the unique circumstances and needs of the particular woman involved.
- It is essential that police and other professionals support the woman or girl at risk to develop a feasible, implementable plan herself, facilitating the process so the plan is created with and by the survivor (rather than for them), so they are at the centre of its development of and feel 'ownership' over the strategies and actions identified.
- Key elements of a safety plan include:
 - An advance plan of how to respond in different situations, including crisis
 - Identification of the different options that may be available (for leaving, where to stay, who to seek assistance from)
 - Creating a list of important and emergency telephone numbers (for example, the local police station or police domestic violence unit, shelter or other survivor organization; doctor; emergency hotline; or other trusted contact)
 - Teaching children how to call emergency numbers, and what they would need to say (for example, their full name, address and telephone number)
 - Identifying trusted neighbours who can be contacted in an emergency. Individuals will need to be informed of the situation and asked to call the police if they hear sounds of a violent attack
 - Practicing an escape plan to ensure the woman and her children/ other dependents can safely leave in an emergency
 - Packing an emergency bag for herself and any children, and hiding it somewhere safe (for example, at a neighbour's or friend's house), avoiding mutual friends or family where it could be found by the abuser. The emergency bag should include:
 - essential documents such as identification documents (passports, birth certificates, insurance cards, etc.); housing-related documents (e.g. lease, rental agreement, land title); welfare/ social security cards
 - keys for the home, car or office;
 - addresses/ phone numbers of important contacts;
 - money, bankbooks, and credit and debit cards;
 - medications or prescriptions;
 - jewellery (which may be sold for cash if needed),
 - clothing and basic supplies for herself and her children; and
 - photographs, diaries, favourite toys or small items of sentimental value
 - Keeping a small amount of money available at all times - including change for the phone and for bus/ transportation fares
 - Knowing where the nearest phone is, or keeping a mobile phone nearby

- Being prepared to leave the house in an emergency
- When possible, children should be taken when leaving, since it may be difficult to gain access to them later
- When an incident of violence is about to take place, moving to a lower risk area of the home - for example where there is an exit to another room or ideally, outside and access to a telephone. Spaces to avoid include the kitchen or garage, where there may be knives or other weapons; and rooms which can trap the woman, such as the bathroom, or where she might be shut into a closet or other small space.

Adapted from: Barron, Jackie for Women's Aid UK. 2009. "[The Survivor's Handbook](#)." Women's Aid UK. London.

Key tools

- ***Responding to Domestic Violence: A Handbook for the Uganda Police Force*** (Turyasingura for Center for Domestic Violence Prevention CEDOVIP, 2007). This handbook provides background information on the problem of domestic violence as an abuse of human rights and provides guidelines on how to interview the victims, children who are affected by domestic violence as both victims and witnesses, and the perpetrators of domestic violence. Available in [English](#).
- ***The Survivor's Handbook*** (Women's Aid UK, 2005). The handbook provides practical information for women experiencing domestic violence, with simple guidance on every aspect of seeking support. Available in [English](#).
- ***Domestic Violence Safety Plan*** (American Bar Association). This brochure is a resource for survivors of domestic violence and their advocates in the United States. The brochure outlines steps that survivors can take to improve their safety in their home, at work and other public spaces, in court and for their children; provides an overview of measures the court may take to protect survivors; and the contact information for a national domestic violence hotline. Available in [English](#), [Chinese](#), [Japanese](#), [Korean](#), [Spanish](#) and [Vietnamese](#); 2 pages.
- ***Safety Planning*** (CAADA). This webpage provides steps and a checklist for conducting safety planning, based on the context in the United Kingdom. Available in [English](#).
- ***Safety Planning*** (Rape, Abuse and Incest National Network). This webpage provides tips and links for women or who have been abused or sexually assaulted, with guidance tailored for women in rural communities, in urban areas, and on college campuses, based on the context in the United States. Available in [English](#).
- ***Safety Plan*** (North Carolina Coalition Against Domestic Violence). This webpage provides women in abusive relationships with guidance for considering options and a checklist to help with safety planning, based on the context in the United States. Available in [English](#).
- ***Model Protocol on Safety Planning for Domestic Violence Victims with Disabilities*** (Washington State Coalition Against Domestic Violence, 2003). This resource is for domestic violence agencies. The protocol and policy recommendations aim to improve domestic violence agency safety planning services for people with disabilities and enable people with disabilities to participate in safety planning while recognizing the various environmental and social challenges they face. Guidance is provided for safety planning in both crisis situations as well as longer-term planning, with considerations for different disabilities and specific skills to enhance safety outlined in the protocol as well. Available in [English](#).

Ensure coordination with other sectors as part of a multisectoral referral network

- In addition to establishing [national coordination mechanisms](#), police must engage with key service providers at a local level, as women and girls often require support beyond law enforcement to access key medical treatment, legal assistance, emergency accommodation and other social services. This can enable police to provide the most appropriate referrals to women and girls as part of an integrated response where timely and appropriate advice, support and treatment are available for survivors or those at risk of violence ([UNODC, 2010](#); [Barnes, 2009](#)).
- Police should closely coordinate with organizations or agencies (including government, non-government and community-based groups) providing the following services:
 - Health clinics, providing immediate medical care and vital treatment to survivors of violence such as [emergency contraception](#) (up to 5 days after the incident) and [post-exposure prophylaxis](#) in cases of rape (within 72 hours)
 - Emergency, transitional and longer-term shelter, reintegration and housing for survivors and their children or other dependents
 - Psycho-social support, providing immediate and longer-term counselling
 - Immediate and longer-term socio-economic support and employment or training opportunities
 - Legal assistance and advice, providing support to pursue a legal case against perpetrator(s)
- Different models or frameworks for coordination include:
 - [coordinated community responses or referral systems](#)
 - police victim support units
 - specialized women's police stations / units
 - one stop shops

Coordinated community responses or referral systems

- The multisectoral coordinated approach brings security, justice, health and social service providers together to create a distinctive form of organized collaboration in responding to cases of violence. Coordinated community responses are important to ensure police and other emergency assistance to women and girls is survivor-centred and holistic. Different models for coordinated responses have been developed since the 1980's (beginning with the [Duluth model](#)), including models led by the police (such as the [Multi-Agency Risk Assessment Conference](#) in London).

Promising Practice: Duluth Model of Public Intervention (United States)

The [Duluth model](#), developed by the [Domestic Abuse Intervention Programme](#) during the 1980's in Minnesota, is one of the most well-known and proven approaches to coordinated community response. The model has been adapted to various contexts globally and continues to develop its methods of collaboration. The community-based intervention involves domestic violence advocates working directly with law enforcement, criminal justice, shelter service providers and others in the community to strengthen survivor-centred responses and improve the safety of women experiencing abuse. The model aims to end violence in each case through several key areas of work: protection for victims of ongoing abuse; holding perpetrators and service providers accountable for women's safety; offering offenders an opportunity to change (including through punishment if it enhances victim safety); and ensuring due process for offenders through the intervention.

The Duluth coordination mechanism is characterized by:

- clearly identifiable and largely shared assumptions and theories about the source of battering and the effective means to deter it;
- empirically tested intervention strategies that build safety and accountability into all elements of the case processing; and
- well-defined methods of inter-agency cooperation guided by advocacy programs.

The Model is based around a framework where:

- The community and abusers themselves have the primary responsibility for controlling the abuse, rather than the victim.
- Battering is a form of domestic violence that entails a patterned use of coercion, intimidation, including violence and other related forms of abuse, whether legal or illegal (presented as the [Power and Control Wheel](#)). Initiatives must distinguish between and respond differently to cases of battering and other forms of domestic violence and adjust interventions accordingly.
- Interventions and the system must be tailored and flexible to respond to the distinct economic, cultural, and personal histories of abused women and girls.
- Both survivors and offenders should be treated with respect as community members, with recognition of the social factors affecting their personal circumstances.

Strategic principles of inter-agency intervention promoted by the model include:

- *Change will be required within each agency involved in case processing.* Service providers and other personnel must coordinate to enhance their capacity to protect survivors and comply fully with inter-agency agreements. Participating agencies must cooperate on examining, adjusting and standardizing practices in eight core areas related to coordinating staff actions on cases of abuse:
 - Identifying the agency's mission, purpose and specific function or task at each point of intervention in each case.
 - Crafting policies guiding each point of intervention.
 - Providing tools to guide practitioners in their duties (e.g. hotline-connected computer screens, specialized police report forms, domestic violence pre-sentence investigation forms; education/counselling curricula for abusers).
 - Creating a system to link practitioners so that each person's actions on the case contribute to the subsequent interventions by other personnel.

- Adopting inter-agency systems of accountability (e.g. tracking and information sharing; periodic evaluations; bi-monthly inter-agency meetings to identify and address case management problems; and accountability clauses in policies).
 - Establishing a cooperative fundraising plan to seek appropriate resources.
 - Agreeing on assumptions, theories and concepts used in policies and administrative practices.
 - Developing/delivering inter-agency training on policies, procedures and concepts.
- *The overall strategy must be survivor-safety centred.* Independent victim advocacy services play an important role in programming for offenders. Independent monitoring organizations should be set up to coordinate working groups, operate the tracking system, and help organize periodic evaluations and research. Advocacy organizations should be central in all aspects of designing interventions.
 - *Agencies must participate as collaborating partners.* Each agency should agree to identify, analyze, and respond to any internal practices which might compromise the collective intervention goals. Small problem-solving groups, training committees, evaluations, and regular meetings can help coordinate interventions, via a single lead agency (as with the Duluth Abuse Intervention Project).
 - *Abusers must be consistently held accountable for their use of violence.* Effective intervention requires a clear and consistent response by police and courts to all acts of abuse, including:
 - Mandatory arrest for primary aggressors
 - Emergency housing, education groups and advocacy for survivors
 - Evidence-based prosecution of cases
 - Jail sentences in which offenders receive increasingly harsh penalties for repeated acts of aggression
 - Court-ordered educational groups for batterers
 - Using a coordinating organization to track offenders, ensure that repeat offenders/ non-compliant perpetrators are held accountable and ensure victim-safety is central to the response

The Duluth model has been widely successful in offering greater victim protection and reducing repeat acts of violence in many different communities, and a variety of resources have been developed to support its replication and adaptation as follows:

- [Evaluations and research](#) on the Duluth Model and more about the [approach](#).
- Guidance [adapting the Model](#) (Advocates for Human Rights-StopVAW)
- Agency-specific guidance for implementing coordinated community responses focused around the criminal justice system: [St. Paul Blueprint for Safety: An Interagency Response to Domestic Violence Crimes](#) (Praxis International)

Sources: Domestic Abuse Intervention Program. "[What is the Duluth model?](#)"; and Praxis International. [St. Paul Blueprint for Safety: An Interagency Response to Domestic Violence Crimes](#). Praxis International. St. Paul.

Case Study: The Multi-agency Risk Assessment Conference between London police, local authorities and service providers (United Kingdom)

The Multi-agency Risk Assessment Conference (MARAC) is a monthly meeting of agencies such as the local police, health and housing practitioners, shelter workers and other government and non-governmental specialists, including Independent Domestic Violence Advisors (IDVAs) providing services to domestic violence survivors identified as being at the highest risk (defined as a pattern of abuse which presents a risk of serious harm or femicide). The first MARAC conference was organised in 2003 by Cardiff's Women Safety Unit (a multi-agency initiative dealing with domestic abuse) in Wales, and has since spread to over 200 MARACs across the United Kingdom.

The Conference operates at the local borough level, with meetings chaired by the police. Each meeting deals with 20-30 very high risk cases at a time. The IDVAs are central to the MARAC process as they are responsible for representing the views of the victim/survivor at the meeting, and liaising between the woman or girl and partner agencies to ensure that the proposed course of action is safe and appropriate.

The aims of the MARAC are to:

- Share information to increase the safety, health and well being of survivors
- Determine whether the perpetrator poses a significant risk to any particular individual or to the general community
- Work together to develop and implement a risk management plan that provides professional support to all those at risk and that reduces the risk of harm
- Reduce repeat victimization
- Improve agency accountability
- Improve support for staff involved in high-risk domestic abuse cases

The MARAC model has helped the police in the United Kingdom to develop a more comprehensive response to domestic violence. Although there has been an increase in safety for domestic violence survivors, including a reduction in the escalation and severity of abuse and a reduction or even cessation in repeat incidents of abuse, more research is needed to determine the contexts in which the MARAC is the most effective mechanism of coordination. See the full [Case Study](#).

Sources: Social Development Direct interview with Metropolitan Police Service, 2010; CAADA. 2010; Coy and Kelly. 2011. "[Islands in the stream: An evaluation of four London independent domestic violence advocacy scheme](#)." Child and Woman Abuse Studies Unit. London.

- For additional information and guidance, see the [Coordinated Responses](#) module.

Case Study: The Multi-agency Risk Assessment Conference between London police, local authorities and service providers (United Kingdom)

Summary

The Multi-agency Risk Assessment Conference (MARAC) is a monthly meeting of agencies such as the local police, health and housing practitioners, shelter workers and other government and non-governmental specialists, including Independent Domestic Violence Advisors (IDVAs) providing services to domestic violence survivors identified as being at the highest risk (defined as a pattern of abuse which presents a risk of serious harm or femicide). The first MARAC conference was organised in 2003 by Cardiff's Women Safety Unit (a multi-agency initiative dealing with domestic abuse) in Wales, and has since spread to over 200 MARACs across the United Kingdom.

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Background

The [Cardiff's Women Safety Unit](#) was established in 2001 to create a multi-agency response to domestic violence and was instrumental in setting up the first MARAC in April 2003, which met on a monthly basis. The goal of these monthly meetings was and remains the provision of a forum for sharing information and taking actions that reduce future harm to very high-risk domestic violence survivors and their children.

During MARAC meetings, local agencies discuss the risks faced by women and girls in each case of high-risk domestic violence identified in their area, the actions needed to ensure their safety, and to ensure the resources available locally are shared and used to create a risk management plan involving all agencies.

The MARAC became part of the policy agenda for England and Wales in 2006 as part of the United Kingdom [Home Office Coordinated Community Response](#) to domestic violence. In early 2007, when there were few London boroughs with operational MARACs, the government announced a £1.85 million investment in the Conference, alongside the expansion of [Specialist Domestic Violence Courts](#) and [Advisors](#), conceptualized 'to transform the delivery of domestic violence services at the local level'.

A 2004 [evaluation](#) of the original MARAC model in South Wales found reductions and cessations in violence, recorded by both police callouts and interviews with survivors. As of 2010, all 32 Greater London boroughs have MARACS, totalling 240 MARACs across England and Wales, with a national roll out to be completed by 2011. It is estimated that 150,000 cases per year will be discussed at MARACs when there is full national coverage.

The expansion of the model has been supported by the [Co-ordinated Action Against Domestic Abuse \(CAADA\)](#), a national non-governmental organization which partners with the Cardiff's Women Safety Unit and supports multi-agency responses to domestic abuse, aiming to link advocacy service agencies and individuals seeking information on violence against women. [CAADA](#) now provides general resources and training on MARACs including:

- [MARAC Governance Templates Pack 2010](#)
- [The 10 principles of an effective MARAC](#)
- [The MARAC Guide 2010 - From Principles to Practice \(full manual\)](#)

The MARAC Model

A MARAC is a monthly meeting of several agencies such as the local police, health and housing practitioners, shelter workers and other government and non-governmental specialists providing services to high-risk, domestic violence survivors. The meeting operates at the borough level, although as MARACs are not mandated by legislation, there is no legal obligation for MARACs to exist in every area. The primary focus of the MARAC is to safeguard the women survivors of abuse, while linking with other agencies to safeguard children and manage perpetrator behaviour.

High-risk domestic violence is a pattern of abuse, which presents a risk of serious harm or homicide; approximately 10 percent of all domestic abuse in the United Kingdom results in serious harm and death. Only high-risk cases are referred to the MARAC given limited resources. Organizations are legally able to share information on high-risk cases, through the [Information Sharing Protocol \(from Richmond MARAC\)](#), which aims to facilitate the exchange of information for the purposes of prioritizing the safety of the domestic violence survivors and their children.

Coordinated action planning is an important way of reducing the potential danger to high risk survivors and improving the safety of other family members, especially children. As every case is different, the representatives present at the MARAC discuss each situation and identify appropriate actions accordingly, which often fall within the scope of the respective mandates of the participating agencies.

Typical actions might include (CAADA, 2010):

- **All agencies:** Identifying high-risk victims through files so they can provide an enhanced and responsive service in the event of an incident.
- **Police:** Placing the survivor's home on 'cocoon watch' (a measure established with a victim's consent, where immediate neighbours or those with a direct view of a woman's home watch the property to prevent the risk of future trespassing or contact from the perpetrator. Any suspicious activity is communicated to a local police officer responsible for taking further action against the perpetrator if required. Other crime prevention measures include increasing the security of a building or a survivor's home to prevent further attacks; or providing panic alarms.

- **Health:** Ensuring that the survivor is separated from the perpetrator during medical visits so that health care workers can provide confidential treatment and support to women and girls.
- **Independent Domestic Violence Advisors (IDVAs):** Providing women an update on the actions to be taken by the MARAC where safe; providing ongoing psycho-social support; assisting survivors to attend legal, medical and other appointments; seek legal assistance; identify new housing and education or employment opportunities; follow-up coordination and communication with all agencies; ongoing risk assessment with survivors; and providing updates on repeat victimization to the MARAC.
- **Children and Young People's Services:** Agreeing to undertake an initial assessment of children involved in MARAC cases as appropriate; making referrals to children and adolescent mental health services; and providing additional support to the family.
- **Housing Authorities:** Assisting survivors to find alternative accommodation; processing applications for housing benefits and services for the homeless; and implementing safety devices on the home property.
- **Education Administrators:** Sharing information with appropriate staff to support children effectively; and monitoring school performance and behavioural issues.
- **Probation:** Using information from MARAC for pre-sentence report writing.
- **Adult services:** Making referrals to vulnerable adult teams and/or non-governmental organization support, for example, [Age UK](#).
- **Shelter:** Providing safe accommodation; and providing ongoing psycho-social, legal, referral and other support.
- **Drug and Alcohol team:** Fast tracking access to specialist services and support.

The MARAC Principles

The MARAC Quality Assurance process, administered by the Co-ordinated Action Against Domestic Abuse, is structured around the '[10 Principles for an Effective MARAC](#)', which centre on survivor safety as a core consideration for all stages of the process (from referral and information sharing, to action planning and implementation). Ensuring that the survivor has a clear voice and is supported by the MARAC is crucial to achieving safety and reducing repeat victimization.

Identification: All agencies have protocols and systems for identifying and referring high-risk cases to MARAC in a timely way.

Referral criteria: The MARAC has clear and transparent referral criteria that include visible high risk, professional judgment on the case and escalation of incidents.

Representation: The relevant statutory agencies, specialist domestic violence services and non-governmental/community organizations are appropriately represented at MARAC.

Engagement with the victim: The victim is at the centre of the process. An effective advocate, most commonly the Independent Domestic Violence Advisor, is identified to represent and support the victim within the MARAC process.

Research and information Sharing: All agencies research their files and information systems and bring relevant, proportionate and up-to-date information which is shared and stored in accordance with legislation by all attendees who hold information on each case discussed.

Action planning: Comprehensive action plans are developed which address the risks identified at the meeting.

Volume: The number of cases referred to the MARAC is commensurate with the local population.

Administration: The administration of the MARAC promotes safety, efficiency and accountability.

Strategy and governance: The MARAC process is embedded in key local partnerships to promote sustainability.

Equality: The MARAC demonstrates that it is a process, which is structured to deliver equality of outcome to all.

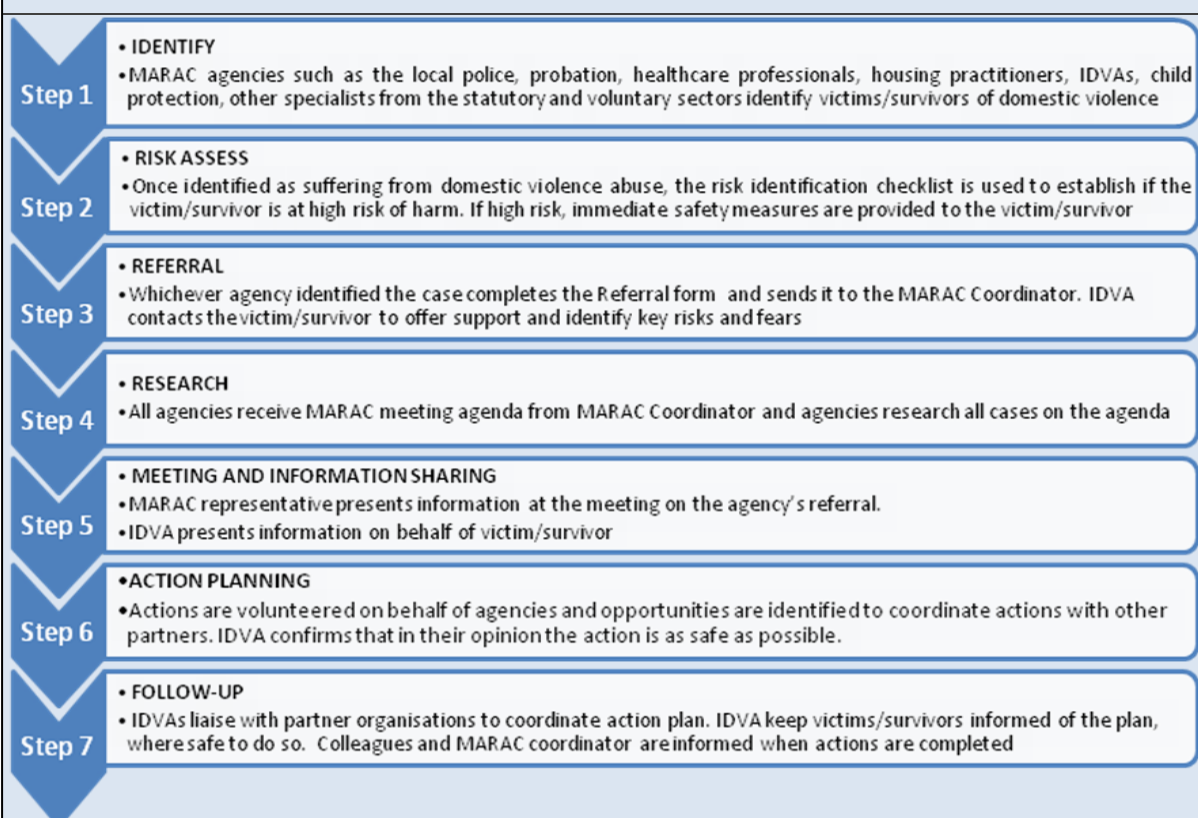
Structure and Process

Cases can be referred to a MARAC by any frontline agency that has agreed to the [Information Sharing Protocol](#) and has undertaken a risk assessment with a survivor that determines the case meets the high-risk threshold. CAADA developed [risk identification tool](#) for determining high-risk cases, although the police and health professionals also refer high-risk survivors to the MARAC. MARACs are chaired by the Detective Inspector of the Community Safety Unit of the local borough police. The local borough police usually have a dedicated MARAC coordinator or a Domestic Violence Project Officer, who is responsible for the coordination of the MARAC partnership and administration of the monthly meetings.

[Independent Domestic Violence Advisors](#) are trained specialists responsible for case management of all MARAC cases, liaising and providing a single point of contact between victims and the MARAC partner agencies, with a focus on ensuring the safety of survivors. A variety of organizations supporting domestic abuse survivors may have an independent advisor who works directly with survivors to assess the level of risk they are facing, provides advice and support by discussing the range of options available to them and helps develop coordinated safety plans. Independent advisors often work very closely with the police. For example, in Lewisham, the main Advisor service is based within the Community Safety Unit at the police station, and each morning, the Advisors will check whether any high-risk cases were reported to the police overnight. Where appropriate, these survivors are referred to the Advisor. The IDVAs are also available to offer informal advice to police on cases that do not meet the threshold for referral to their service.

During MARAC meetings, relevant information regarding each case is shared, options for increasing the safety of the survivor are discussed, and a coordinated action plan is created. Actions related to the police might include: pursuing the perpetrator and working in partnership with the Advisor on engaging with survivors to support [safety planning](#) and supporting the prosecution of the perpetrator. All agencies, including the police, are responsible for ensuring their actions are carried out and for recording the outcome of their actions, which are reported to the MARAC Coordinator to electronically record as actions that have been 'completed' or are 'in progress'. In the event of a Serious Case Review or Homicide Review, this information would be requested as an indicator that all was done to help protect the victim concerned. This accountability has improved the practice of all agencies.

The process of the MARAC starts from case identification to the final stage of follow-up:



Excerpt: [CAADA. 2010. Specialist Domestic Violence Services Toolkit for MARAC](#). London.

The costs incurred to implement the MARAC model are relatively low. The police and/or the local authority fund the position of the MARAC Coordinator or the Domestic Violence Project Officer, which is the only direct cost for the MARAC. The Independent Domestic Violence Advocates, who are also central to the MARAC process, may be funded from a variety of agencies and local borough funding streams. For example, Advisor teams may be resourced by a local government agency (particularly if the Advisor is based within a local police force), as in the Lewisham borough, where 4 Advisor posts have been established with joint funding from the police and local authority. Advisory services may also be provided by a non-governmental organization and receive funding from grant-making trusts and foundations. All MARAC representatives attend the monthly meetings, track progress on actions, and raise institutional awareness of the MARAC as part of their mandated role within their respective agency/ organization; which is each agency's in-kind contribution to the mechanism, requiring no additional funding. The MARAC Coordinator and Advisors provide free training as part of their role to all agencies that participate in the MARAC, eliminating ongoing training costs resulting from staff turnover.

Results and Lessons Learned:

- **The MARAC has improved police capacity to respond to domestic violence cases.** Police personnel have a better understanding of: the variety of agencies that exist to support survivors and their families; the criteria for referring a case to a particular service provider; and the services each agency provides. The police have been able to build strong relationships with the various organizations directly supporting domestic violence survivors, facilitating a swifter and more comprehensive police response to domestic violence cases, particularly in referring survivors to specialized health, legal and social support agencies.
- **Domestic violence cannot be addressed by one agency alone.** No single agency can provide the various supports that domestic violence survivors require to escape the violence and address the short and long-term consequences of abuse. The most effective efforts involve a [multisectoral partnership](#) with a coordinated response.

- **Identification of common goals and targets among service providers and other potential MARAC agencies/organizations is an important step in establishing the partnership.** Discussing key targets of each agency can help to identify relevant organizations that should be included in the MARAC, highlight the value of a coordinated response and benefits to each agency, which can facilitate agreement on the partnership and commitment by agency's leadership and senior management.
- **The Independent Domestic Violence Advisors are central to the MARAC** as the liaison between the survivor and partner agencies to ensure that the agreed plan of action is safe. Survivors often disclose more information to the Advisors than they may to other agency representatives. They are specialists on the issue with greater technical skills in providing support to abused women, asking appropriate questions and building effective relationships with survivors.
- **Joint multi-agency actions and the presence of Independent Domestic Violence Advisors within frontline agencies are linked to better outcomes for high-risk survivors.** Abuse is reported to have ceased for 7 out of 10 women receiving more concentrated support, compared to only 4 out of 10 women receiving less coordinated support (Howarth et al., 2009). The presence of Advisors based in police stations has led to increased trust and understanding among service providers, survivors and the police.
- **Consistent participation of members is critical for the MARAC to function effectively.** To ensure timely and comprehensive implementation of planned coordinated actions, consistency in representatives participating in the MARAC each month is important, although may be less likely in larger metropolitan areas or where staff turnover is high. When agencies with specific roles (e.g. police or health care providers) do not attend the meeting, critical actions may be delayed and time-sensitive opportunities may be lost (e.g. accessing housing or securing protection)
- **All agencies/organizations involved in providing support to survivors should be involved in MARAC meetings.** The presence of the full range of agencies that have signed up to the MARAC including both those that have core membership (e.g. police, health, shelter) and those that have secondary membership (e.g. drug and alcohol, disability services) is important. Specialist agencies, working with lesbian-gay-bisexual-transgender, minority ethnic groups or other communities should also be included in the MARAC process to ensure marginalized groups are equally able to access the MARAC.
- **Establishing focal points or designated representatives within each agency is good practice.** This practice ensures consistency in case identification and referrals, streamlines case management by providing frontline service providers with a single point of contact within their organizations to discuss cases and possible referrals. It is particularly important for the police, who lead coordination of the MARAC.
- **The speed with which a case is dealt with is critical.** Given the seriousness of the harm a woman may face in high-risk cases, there should be no more than a six-week delay between the identification of a case and the conference (with monthly MARACs) and an even smaller time frame with bi-weekly MARACs. The impact of the action plan will be considerably reduced if there is a further delay and could have potentially fatal consequences for the woman or girl at-risk.

- **Transparency and accountability are pre-conditions for the MARAC to function effectively.** The specific and distinct survivors support committed by each agency is the foundation of the comprehensive security provided through the MARAC. Each agency must be genuinely committed to implementing the agreed actions, since the responsibility lies with each partner agency and lack of action by one partner affects the impact of the entire plan.
- **MARAC members need specific training on domestic violence, screening and risk assessment.** Representatives participating in the MARAC do not have the same level of expertise and understanding of domestic violence issues. As part of the training provided by the MARAC Coordinator, Independent Domestic Violence Advisors or MARAC representatives, all frontline staff should receive basic training on domestic violence in addition to the ongoing refresher training on risk assessment to help ensure that all representatives are aware of the full risks facing survivors of abuse and are able to appropriately identify high-risk cases of domestic violence and determine safe and relevant actions where women consent to receive such assistance.
- **Adherence to the survivor-centred approach requires establishment of additional mechanisms beyond the MARAC principles.** In many cases, women may not be ready to share information about their case with the different service providers and agencies due to poor perceptions and trust of police or other agencies, fear of consequences they may face if the case is pursued by a larger group of organizations, among other issues. A 2010 [Evaluation](#) of four MARACs highlighted that women's consent was not always secured before referring a case to the MARAC and appropriate confidentiality was not always maintained by MARAC members. As part of the initial identification and risk assessment process conducted with survivors, agencies should provide any survivors potentially referred to the MARAC with full information about the purpose and process of the mechanism. Procedures should ensure women and girls have provided informed consent for any information shared; and a review of all cases should be conducted before they are closed to improve the accountability of the Conference to the survivor.
- **Contributions of each MARAC need to be assessed regularly to ensure their relevance over time.** The [evaluation](#) of four MARACs highlighted the importance of ongoing monitoring of the functions and contributions made by individual MARACs. For example, where Independent Domestic Violence Advocates are operational and well-networked with other service providers, a MARAC referral may not be necessary. However, the Conference method has helped to bring greater weight to cases given the number of agencies participating and may help survivors with immigration-related issues and with the probation process, ensuring greater accountability of perpetrators.
- **Coordinated responses should be available to domestic abuse survivors at all risk-levels:** When cases do not meet the risk level threshold to be referred to the MARAC, appropriate actions are continued and the victim/survivor is referred to local specialist domestic abuse services. This is problematic because there should be a more holistic approach on combating domestic violence; one of the negative consequences of the MARAC has been that there has been a higher focus on just one particular type of victim.

➤ [Specialist Domestic Violence Services Toolkit for MARAC](#) (CAADA, 2010)

Sources: Social Development Direct interview with Metropolitan Police Service, 2010; CAADA. 2010; Coy and Kelly. 2011. "[Islands in the stream: An evaluation of four London independent domestic violence advocacy scheme.](#)" Child and Woman Abuse Studies Unit. London.

Establish women's police stations/ specialized units

- Specialized units mandated to address gender-based violence or support women and other vulnerable groups are an important service delivery mechanism in the absence of systematized policies and protocols for police responding to cases of violence.
- Specialized units may focus on specific forms of abuse or cover violence against women broadly; their mandate may include various types of support (e.g. administering urgent medical treatment, counselling survivors, etc) in addition to providing immediate safety and documenting incidents of violence for potential investigation. Various models exist for specialized units, such as the [women's police stations](#) pioneered in Latin America; gender desks or victim support units, which may be staffed by female and/or male security personnel; and models which involve victim advocates or other professionals providing emergency services.
- Key lessons from the experiences in Latin America (Denham 2008; Jubb et al., 2008; Jubb and Izumino, 2003; Morrison et al., 2007) and elsewhere indicate that:
 - These units need to be institutionalized and be part of [system-wide approach](#) and supported by adequate long-term investment in training and professional resources. A system-wide approach should also include the community level (e.g. providing women's station's with equal levels of support as other police stations and integrating the units within the overall community policing strategies and plans).
 - A national governing body is important in the design and implementation of programmes to improve the quality of service and create standards for women's police stations procedures and services. Some countries (e.g. Ecuador and Nicaragua) have established a national oversight body to regulate the work of the Stations, manage their operation at the national level, and create protocols to define technical standards and quality of service, and monitor and supervise protocol implementation.
 - The success of these units is interlinked with other sectors and the overall system. For example, weak judicial responses and impunity for perpetrators lead to low prosecution rates, despite increased reporting to police. At the same time, police interpretation and application of the law as well as service quality can also affect the ability of cases to be prosecuted through the judicial system.
 - There is a risk that these units can become isolated, marginalizing the role for addressing violence to specific staff/ sections, forcing women to go only to these units, and shifting responsibility for responding to gender-based violence away from all police (e.g. Brazil and Ecuador).
 - Gender units/ women's police stations need to be supported through adequate human resources and the provision of adequate physical and communications [infrastructure](#) such as telephone hotlines, vehicles, and private spaces for interviews and (where relevant) medical examinations.
 - Specialized units are particularly challenging to implement in rural areas given limited staff and infrastructure to respond adequately to the needs of survivors. In some countries, efforts have been made to access women in rural areas using mobile stations, such as in Nicaragua (and previously in Ecuador), where the station staff and one or more specialists from other institutions and/or organizations visit outlying, including rural, communities to provide general information, register complaints, and follow-up support on reported cases.
 - Female officers also need adequate [training](#); they are not automatically 'good listeners' and their presence alone does not equal better attitudes towards abused women.

- Even where stations exist, there is evidence of continued use of mediation and conciliation processes instead of conducting investigations and rapidly directing cases towards trial – which can be addressed through guidelines, training and monitoring.
- [Coordination mechanisms](#) both within the police and judicial system, as well as with other service providers need to be robust.

Promising Practice:
Zambia's Victim Support Unit and the Administration of Emergency Contraception

From 2005–2008, the Zambian Ministry of Home Affairs (Police Service), Ministry of Health and Population Council collaborated in a pilot programme and study designed to improve services for survivors of gender-based violence. The study tested the feasibility of police provision of emergency contraception, which prevents unwanted pregnancy within 120 hours of unprotected sex, and aimed to demonstrate that the intervention could strengthen survivor services at both police and health facilities through an increased emphasis on multisectoral collaboration.

Training:

Under the intervention, [Victim Support Unit](#) officers in five police stations in the Copperbelt's Ndola district were trained to deliver emergency contraception to eligible survivors of sexual violence (rape and defilement), and to refer survivors to health facilities for appropriate clinical management and forensic evidence collection. Support Unit officers were trained under the Ministry of Health's Community-based /Employer-based Family Planning Distributor curriculum to become contraception distributors

The intensive 6-day program integrated an emphasis on emergency contraception, communication skills and sexual violence into the existing employer-based distributors training curriculum. Key topics of the curriculum were:

- Background of population and development in Zambia
- Introduction of the concept of employer-based distributors agents
- Concepts and benefits of family planning
- Male and female reproductive issues
- Zambian family planning policies and methods
- Prevention and management of HIV/AIDS and STIs
- Prescribing and issuing emergency contraception; management of emergency contraception services
- Quality of care issues in emergency contraception
- Definition and social context of gender-based violence and sexual violence
- Health and psychological implications of sexual violence
- Criminal aspects and laws relating to gender-based violence
- Rights of clients
- Rumours and misconceptions
- Referrals for sexual violence survivors
- Counselling basics
- Clarification on policies and procedures for gender-based violence survivors
- Interpersonal communication skills, role plays
- Developing community awareness partnerships
- Study monitoring and recording
- Field visits to health facilities

Key components of the training methodology included:

- *Covering issues related to police engagement with survivors*, such as interpersonal communication skills. For example, Unit officers were encouraged to wear civilian clothing to and reflect on the tendency for police to interview survivors in the same way that they would interrogate suspects. Role plays were used to encourage officers to develop empathy with survivors and conduct initial interviews in a less intimidating manner.
- *Using a training of trainers approach*: The officers selected for the classroom training were also given a training of trainers to ensure sustainability during the study period and beyond. Upon returning to their facilities, officers were expected to provide on-the-job training to their colleagues.
- *Involving a multi-disciplinary facilitation team*, which included health workers and senior police officers. Given the hierarchical nature of police institutions, the presence of a high-ranking officer throughout the course helped to demonstrate police commitment to the initiative and to resolve any questions on the intervention's alignment with institutional policy. The presence of experienced health professionals helped dispel misconceptions held by officers related to hospital policy, sexual violence examination procedures, [post-exposure prophylaxis](#) for HIV and STIs, and to answer questions on reproductive and sexual health.
- *Provision of supplies*: each station was given a set of basic supplies for providing emergency contraception to sexual violence survivors, which included a secure, locked box for storing the contraception and the other supplies to ensure drug and record security, provider's aids, record-keeping tools, and stocks of emergency contraception and instructions for resupply.
- *Multisectoral support*: While the intervention focused primarily on strengthening police responses to sexual violence, it also recognized the need to improve health care at referral facilities and provided training on emergency contraception and gender-based violence to 23 doctors and nurses from the 17 health facilities that were included in the formative research.

Results: Evaluations drawn from [administrative data](#), a survey on provider knowledge, attitudes and practices, and focus group discussions, revealed that:

- The police can safely and effectively provide emergency contraception. During the intervention, trained Unit officers provided a total of 357 doses of emergency contraception to survivors, with no reports of adverse events or incidents of misuse.
- Reporting of sexual violence cases increased by 48 percent in participating police stations from 2006 to 2007. Police also reported that survivors no longer had to wait in line at stations once they were identified as filing a sexual violence case.
- Trained Unit officers consistently referred survivors for other health services, including post-exposure prophylaxis, with 3 of the 5 intervention sites reporting referral rates of 95 percent or higher.
- The programme was perceived by provincial management as successful, sustainable and cost-effective.

Based on the intervention's outcomes, recommendations were developed to guide a national scale-up of the programme, including: incorporating police provision of emergency contraception into provincial, national policies and guidelines; integrating emergency contraception into the national training curriculum for all officers; integrating emergency contraception services into the national [Victim Support Unit](#) training curriculum and offering [Ministry of Health](#) certification; assigning dedicated health staff to support police emergency contraception providers; developing innovative approaches to overcoming transport constraints.

Extracted from: [Population Council. 2009. 'The Copperbelt model of integrated care for survivors of rape and defilement: Testing the feasibility of police provision of emergency contraceptive pills'.](#)

Promising Practice: Bangladesh Police and Civil Society Victim Support Centres

In 2009, as part of the Police Reform Programme, the first [Victim Support Centre](#) was established in Dhaka by the Bangladesh Police to support survivors of domestic violence, trafficking, acid burns, sexual harassment and rape. The Centre's establishment within a police institution and staffed by trained female officers aimed to encourage survivors to report crimes to the police in a safe and secure environment, as well as gain access to professional services. As of 2010, seven more police Centres were underway.

The objectives of the Centres are:

- To remove social and cultural barriers and enhance accessibility to report crimes against women and children;
- To provide timely and professional services to victims;
- To play an effective role in safeguarding victims and protecting their legal rights;
- To combine efforts of both government and non-government institutions and ensure best services for the victims;
- To protect the victim from repeat victimization;
- To frame effective policy guidelines on crime prevention and preserving crime-related information.

Services provided: The Centre provides a wide-range of services including emergency shelter and immediate safety, health care, legal advice and assistance, psychological support and counselling, training and capacity development opportunities and support for family and community re-integration. Its mandate is to:

- Receive victims with honour and dignity;
- Ensure a friendly environment to provide information to women and children;
- Listen to the victims and find out their problems;
- Register the complaint of the victim;
- Provide assistance with regard to the First Information Report;
- Inform the survivor with regard to the legal process;
- Provide emergency medical assistance to the survivor and to take them to the medical centre in appropriate circumstances;
- Assist in the investigation process and inform the survivor about the progress;
- Assist the survivor, if needed, by providing information by phone;
- Provide psychosocial counselling;
- Handle and store the victim's property in a respectful and secure manner, and return it as soon as possible upon request;
- Refer to any government and non-government organizations for long term assistance (shelter, legal, physical/ mental care, integration into family etc.);
- Provide services for victims staying up to five days.

Lessons learned

- Long-term commitment from donors has been critical to supporting the development of the Victim Support Centre and other achievements of the [Bangladesh Police Reform Programme](#) (2007-2012).
- Joint partnership between [UNDP's Police Reform Programme](#) team and the [Bangladesh Police](#) ensures considerable ownership by the Police in the programme's implementation.
- Greater engagement and collaboration with other ministries and civil servants (e.g. the [Home Ministry](#)) should be incorporated earlier in the programme to ensure sustainability of the initiative and allow the Police to continue with the activities implemented as part of the reform process.

Sources: [Bangladesh Police, Ministry of Home Affairs - Police Reform Programme](#); email correspondence, Saferworld London (2010); UNDP Bangladesh. 2011. "[Bangladesh Police, 10 NGOs sign MoA.](#)"

Other examples of women's / family support units in local police stations

- In **Rwanda**, police officers specially trained in handling cases of violence against women and girls have been placed in every one of the 69 police stations throughout the country, ensuring that women have decentralized access to specialized support. UNIFEM (and now UN Women) has provided some officers with essential equipment including motorcycles, desks, computers and other vehicles. Survivors alert police of incidents via a centralized national telephone hotline (3512) which then routes the call to the appropriate response unit. The desk provides girls and women with the legal framework and tools to improve their protection and access to support, with anecdotal reports suggesting a decrease in violence against women since the creation of the gender desk. As part of the initiative, Rwandan police offer regional training services on gender-based violence to other police in the region and the gender desk is being examined as a model for replicating across neighbouring countries. Challenges identified for the model include the intensive resource investment required to establish and sustain the desks, the limited human resources, poor coverage of telephone hotlines, limited coordination mechanisms and lack of interview rooms and appropriate facilities ([Executive Boards, UNDP/ UNFPA, UNICEF and WFP, 2010](#)).
- **Sierra Leone: [Family Support Units](#)** established in 2001 are comprised of police who have been trained to work with victims of sexual and domestic violence, as well as crimes against and by children. The unit provides the initial response to incidents of violence, including referrals to free legal assistance and medical care, as well as follow-up to cases for prosecution and support to survivors; organizes community outreach campaigns on the implications of gender-based violence and to raise awareness about the need to press charges against perpetrators. A Memorandum of Understanding between the [Sierra Leone Police](#) and the [Ministry of Social Welfare, Gender and Children's Affairs](#) (responsible for referrals for, or direct provision of, psychosocial care and legal advice mandates) promotes the presence of a Ministry social worker within the Family Support Units. In 2010, there were 41 Family Support Units across the country. The Units have seen an increase in arrests and have been regarded as a relatively successful effort to address gender-based violence. [Sierra Leone's Justice Sector Survey 2008](#) states that 'sexual crimes reported have decreased from 2005-7, demonstrating that (the Units) are having an impact nationwide' ([Sierra Leonean Police & Ministry of Social Welfare, Gender and Children's Affairs](#), 2008; Barnes, 2007; Campaign for Good Governance, 2004; UNICEF, 2005; [Bastick, M., Grimm, K. and Kunz, R.](#), 2006; UN Secretary General's Database, 2010).
- In **[Afghanistan](#)**, UNFPA is supporting the establishment of Family Response Units in the National Police. These Units are largely staffed by female Afghan police, who receive training to enable them to react to violence against women, family violence, children in trouble, and kidnappings, and to provide support to female victims of crime, ([UNFPA, 2006](#)). The Units are discrete sections of the police with separate entrances for women and an emergency cellular phone number that women and girls can contact. There are 22 Family Response Units with civilian police advisors attached to police stations in 7 provinces (Kabul, Balkh, Herat, Konduz, Jawzjan, Takhar, and Bamiyan). The Units are a venue for women, children and families to report violent incidents and family disputes to law enforcement authorities.
- Additional country examples can be found through the [Secretary-General's Database on Violence against Women and Girls](#).

Women's police stations / units

- Several countries - including Argentina, Bolivia, Brazil, Ecuador, Ghana, India, Kosovo, Liberia, Nicaragua, Peru, the Philippines, Sierra Leone, South Africa, Uganda and Uruguay have set up women's units or police stations at a local level. The establishment of specialized women's police stations or units in police stations was first introduced in 1985 in Brazil, and has been particularly popular in Latin America, with 475 such stations in Brazil alone by 2010 (see [Case Study on Women's Police Stations](#)).
- Women's police stations may differ in terms of their precise legal and institutional mandate. For example, in Brazil, Nicaragua and Peru, the stations are police units, whereas in Ecuador, the stations form part of the justice administration system in the executive branch of the state. In Ecuador, Sierra Leone and Peru, in line with legislation, the stations are authorized to respond to domestic violence only. Ecuadorian *Comisarías* do not deal with sexual violence of any kind and only less severe forms of physical violence. In other countries, such as Argentina, Brazil and Nicaragua, the stations also handle complaints of violence committed by people other than spouses. In the case of Nicaragua, the law on family violence only includes physical and psychological violence, but the mandate of the stations covers sexual violence in any context (i.e. sexual violence crimes under the penal code). In Brazil, the mandates vary widely, but most commonly the stations address family violence, particularly physical violence, threats, as well as sexual violence.
- The stations are often staffed by specially trained female personnel and aim to improve the ability of the police to respond to the unique needs of women survivors.
- Specialized units generally offer improved reporting facilities; support to the victims in matters such as medical care, counselling and financial help; and help survivors to initiate legal action. They often also play a role in raising awareness about women's rights and women's security needs within the community.
- They have been initiated by the women's movements, the national police service, or at other times, through the initiative of United Nations peacekeepers or civilian police (as for example in Sierra Leone and Kosovo).
- Anecdotal reports suggest that many of these initiatives have been favourably received by women, as they are commonly viewed as being receptive and supportive to survivors. Indications of positive results include increases in reporting and convictions and expanding survivors' access to services (e.g. [counselling](#), [emergency contraception](#), [post-exposure prophylaxis](#), legal assistance and other social and economic supports). For example, in India, a study found that the establishment of 188 women's police stations resulted in a 23 percent increase in reporting of crimes against women and children and a higher conviction rate between 2002 and 2004 (Denham 2008; [Kandaswamy 2004](#)).

([Bastick, M., Grimm, K. and Kunz, R](#), 2006; Denham, 2008; [Jubb, N., et al., 2008](#); [Jubb, N., et al., 2010](#))

Promising Practice Case Study:
Women's Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice, Brazil, Peru, Ecuador and Nicaragua

Since the first women's police station (WPS) opened in Sao Paulo, Brazil in 1985, their numbers have grown considerably, with 475 WPS in Brazil, 34 in Ecuador, 59 in Nicaragua, and 27 in Peru by 2010, among several others in Latin America. Their purpose is to provide specialized services to women survivors of domestic and/or sexual violence, though there are many significant differences among the models.

The experience of WPS in Latin America has shown that:

- The WPS continue to be one of the most important entry points for accessing the justice system and specialized services in general.
- The greatest contribution of the WPS has been to make violence against women more visible as a public-sphere issue, a crime, and a collective matter.
- The WPS, along with other actors, have contributed to increasing women survivors' access to justice (sanctions and protection measures), as well as support and referral services, a perceived reduction of violence against women, and improving women's knowledge and exercise of their rights.
- More effective and timely access to justice for all women requires further improvements in the WPS, such as: defending and guaranteeing women's rights by giving information to women regarding their rights, legal procedures and other local specialized services, providing fast and consistent access to effective protection measures, accepting all women's complaints of all forms of violence, and consistently treating women as subjects of rights; coordination with other local and national agencies for improved prevention, administration of justice, and comprehensive service delivery; consistent enforcement of the law with perpetrators; and institutional reforms, including service protocols, ongoing training and monitoring and oversight mechanisms to ensure the WPS and operators are complying with their due diligence as duty-bearers (with responsibilities for implementing the law).

Read the full [Case Study](#).

Source: Extracted and adapted from Jubb et al. 2010. "[Women's Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice](#)" CEPLAES, IDRC. Quito.

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Summary

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Background information on the Stations

- The objective of the WPS is to improve access to justice for women who have suffered different forms of gender-based violence.
- The WPS in Brazil, Ecuador, Nicaragua and Peru were established in the 1980s and 1990s during 1) growing demands for recognition of women's rights by feminist and women's movements and 2) processes of (re)democratization.
- The WPS were created as one of the first state responses to violence against women, preceding the passage of laws on violence against women or family violence in these countries. In 2010, there were 475 WPS in Brazil, 34 in Ecuador, 59 in Nicaragua, and 27 in Peru.
- There are different models of WPS in each country, and they have changed historically. In Brazil, Nicaragua, Peru (and most countries in the region), the WPS are part of the police. In Ecuador, they are justice administration units.
- WPS procedures in all 4 countries include prevention, receiving and investigating complaints. In the judicial model (Ecuador), they also deliver verdicts, as well as grant and emit requests for protection measures. In the police model (Brazil, Nicaragua, Peru), they remit the completed case file to the judicial branch. In Brazil and Nicaragua, the WPS also have jurisdiction for receiving applications for protection measures, which are then transferred for a judicial decision.

- The models can also be distinguished according to the laws on violence against women as well as the institutional and legal structure of the security and justice sectors. For example, they vary according to the different forms of violence addressed (physical, psychological, or sexual violence) against specific victims (adult women, girls and boys under 18 years) the victim's relationship with the aggressor (whether an (ex) intimate partner, family member or not), and the crime committed, i.e. whether a summary offence (lesser crime) or an indictable offence (major crime). The most common form of violence dealt with in the WPS in these four countries is physical domestic violence against adult women.
- Funding for the WPS has been provided exclusively by the state in Brazil and Peru. In Ecuador and Nicaragua, where joint management models existed in the past, some funding from development cooperation agencies has been received. In Nicaragua, the WPS have almost always received partial funding from bilateral or multilateral donors.

Findings about women's police stations in practice

Common features of the WPS are:

- WPS operators usually receive some specialized training.
- The first WPS in Brazil was staffed by all women operators, but currently there is no policy on the sex of WPS operators in Brazil or Ecuador. In Nicaragua, almost all WPS operators are women. In the Peruvian WPS there is a sexual division of labour, whereby only female officers deal directly with survivors.
- The WPS coordinate with other police/justice institutions and other specialized actors to complete the police/judicial route, providing women with multidisciplinary or comprehensive services, as well as taking joint actions to prevent violence against women. Direct services can include: coordination throughout the police-justice system; forensic medicine and psychology; psychosocial counselling and group therapy; medical services; legal information and representation for violence, divorce, child custody or other proceedings; emergency shelters; workshops on women's rights; and job skills training. Transportation may be subsidised and childcare may be provided in some circumstances.
- The WPS are usually located separately from a regular police station. In the WPS studied, some of the other specialized services and/or institutions are located in the same building as the WPS.

Services provided in the WPS do not always reflect the formal legal/institutional framework or international human rights standards:

- Some operators provide quality and compassionate services: they diligently inform women of their rights, encourage women to continue through the legal process, and contribute to their empowerment process.
- Operators and various aspects of the WPS may also be affected by values and attitudes that reflect a so-called "family-values" approach instead of national laws and international human rights standards. Women may not be allowed to file a complaint or operators may encourage women to negotiate with the perpetrator instead of upholding their rights. In other cases, women have been blamed for the violence inflicted on them by their (ex) partner.
- Other forms of filters may be imposed by WPS operators that impede due diligence: psychological violence is often ignored or underestimated, and women who are poor or do not know or demand their rights may be turned away or receive inadequate services and information.

Women's knowledge of their rights and their paths towards ending domestic violence and gaining access to justice:

- Women in the general public have limited knowledge of their rights and the services provided by the WPS. Only in Brazil had a majority of women surveyed receiving training or information about their rights one or more times (by any source): 54% in Brazil, 42% in Nicaragua, 34% in Peru, and 23% in Ecuador.
- Gaps in women's knowledge are related to the intersection of gender with other power structures. Significant differences were found as regards age, socio-economic status, education level, area of residence (urban/rural), and ethnicity; however, none of the gaps were constant in all four sites.
- Women often spend months or years in a situation of domestic violence, resisting the violence without telling anyone. Very few women visited the WPS right after the first episode of violence.
- Women's paths vary considerably from the official access to justice route. Women's prime concern is to put a stop to the violence, while accessing justice can be either a means to that end or a separate goal. Each woman's path is unique; however, some commonalities were identified across the countries.
- When many of the users interviewed first visited the WPS, they knew little about their rights or WPS or other local services, and were still in the process of breaking the silence. Most also felt that they and/or their children were in immediate danger. Women's expectations of the WPS the first time included: stopping their aggressor's violence; being supported and feeling understood; receiving guidance about their rights, WPS procedures, and other specialized services; and making a public denunciation of the violence.
- Women's expectations of the WPS usually change after they gain access to information and learn to see themselves as rights-holders, whether at the WPS or through another institution or service. The purpose of their subsequent visits was usually to file a formal complaint and follow the entire judicial process. A small number of women wanted to file a formal complaint during their first visit.
- Women's paths are long, complex, and difficult. The types of obstacles that arise can be personal, social-cultural, institutional (see 'lessons learned'), and structural. The main factors that influence their experiences are: the intensity of the violence; women's perceptions of the violence and their rights; their idealization of marriage and whether they end the relationship with the perpetrator; responses from members of their personal network; socio-economic factors; race/ethnicity; age; religious beliefs; access to information; and the dual and mutually reinforcing paths of receiving information about and exercising their rights (external) and believing in and owning them (internal).

Results

- The WPS are more visible in their communities than any other specialized institution or service, and women of the general population are more familiar with them than the national law on violence against women. More than 98% of women surveyed in Brazil, Ecuador, and Nicaragua had heard of the WPS, and 85% in Peru.
- The WPS have created an entry point for accessing justice. Previously, women who wanted to press charges were often ignored or even ridiculed by police officers and others; they were often blamed for the violence they suffered or revictimized.
- Many women users consider that WPS contributions are greatest in regards to their role of listening to survivors so they feel supported and understood.

- WPS contributions to improving access to justice, such as formal protection measures, is greatest in Ecuador, where between 2005 and 2007, 87% of WPS users at the national level received at least one such measure almost immediately (National Gender Directorate statistics). No official data exists on the effectiveness of the measures, and the experience of the users who were interviewed was mixed. Women highly value both the immediate access as well as the penalties applied, the latter in cases in which an effective response is provided to the aggressor's violation of the protection order. No official data is available in the other three countries.
- As regards applying a penalty, in Ecuador between 2005 and 2007, 12% of all WPS cases reached a verdict, and 8% were convictions. In Nicaragua in 2007, WPS statistics noted that 16% of complaints were investigated and sent to the appropriate judicial authority. In Peru, 2006 Ministry of the Interior statistics show that 15% of all family violence cases were remitted, whether from a WPS or regular police station. The number of cases in Nicaragua and Peru that reached a verdict is likely much lower.
- The rates of impunity are very high in all four countries studied, despite the improvements made thus far.
- WPS have contributed to a perceived reduction in violence against women. While no statistics are available, this was the opinion of women surveyed from the general population (77% in Brazil, 77% in Nicaragua, 64% in Ecuador, and 58% Peru). Interviews with WPS users revealed that the violence had stopped for all of them in Ecuador; and just over half reported the violence had ended or decreased in Brazil and Nicaragua, but a few women also reported that the violence had increased.
- As women learn more about their rights – through visiting the WPS and other specialized services – they are more willing to file a formal complaint and follow the judicial process. They also become committed to helping other women leave a situation of domestic violence and seek access to formal justice.
- Since women visit various services and institutions in order to gain access to justice and leave a situation of violence, the direct effects of the WPS on achieving these results cannot be measured.

Lessons learned

- **Strengthening women's police stations requires a national governing body to effectively design, implement, and monitor policy and protocols.** Several Women's police stations have benefitted from the establishment of a high-level national body dedicated to the stations. For example, the national police body created for the stations in Nicaragua in 1998 was granted a higher institutional ranking and autonomy in 2006. In Brazil, the Special Secretariat on Policies for Women has been able to advance the implementation of standardized technical regulations it designed in 2005 (SPM, 2005). Advocacy carried out in Peru in response to the research findings led to the creation of governing body for the WPS of metropolitan Lima in 2010.
- **Coordination among service providers improves women's knowledge and exercise of their rights and access to justice.** A protocol in the site studied in Brazil ensured that women in grave danger who went to the WPS were transferred to the women's shelter. In all the sites, the psychological and legal services provided by women's centres often led to users going or returning to the WPS to exercise their rights and/or facilitated their process to live without violence. Local networks in all the sites contribute to coordination for service delivery and prevention, especially in Ecuador, where closer collaboration was reflected in that most WPS users were transferred to other services.

- **Community human rights defenders provide information and accompaniment that is vital for survivors.** Networks of defenders in Nicaragua organised by both the WPS and women's centres facilitate women's processes. They accompany women in their neighbourhood or community to the WPS and other agencies and services, as well as inform them of their rights. All of these defenders have received specialized training and some are survivors themselves.
- **Service quality is fundamental to ensuring timely and effective access to justice.** Women who reported receiving good quality services continued with the procedures and considered that this contributed to them receiving justice. Poor service quality turns women away, making their paths more difficult and putting them and their dependents at greater risk of violence. Service quality can be measured in terms of privacy, adequate infrastructure, specialized training of WPS operators, as well as treating women as decision-makers and the agents of their own processes.
- **Multiple services provided under one roof facilitates women's paths.** In all the sites, women used the other services provided in the same building as the WPS, whether they were given a referral or not. Women's paths were shortened and more women accessed those services.
- **Laws, policy, and service protocols that reflect regional and international human rights frameworks are necessary to guarantee and implement them, but achieving these reforms is a complex process.** In 2006, Brazil passed the Maria da Penha law, the only violence against women law in the four countries that closely reflects the [Convention of Belém do Pará](#). In this site, operators more consistently implement a formal legal/institutional approach to justice. New forms were recently created so that WPS operators consistently ask women whether they want to apply for protection measures, a new procedure introduced with the law. However, there is no protocol to ensure that operators adequately explain the measures to users, leaving some confused and as a result they do not always benefit sufficiently from them. In 2009, an advocacy campaign in Ecuador linked to this project led to amendments to a bill for the creation of new specialized institutions.
- **WPS have contributed to an increase in access to justice in general, but women still face significant limitations to exercising their rights.** For example, the WPS are only open 24-hours a day in Peru, while women in urgent need of protection or other services elsewhere must rely on unspecialized police units. In all 4 countries, most WPS are located in and serve urban areas, making them challenging for rural women to access. Indigenous and Afro-descendent women have limited access because few operators come from or understand those cultures and few speak their languages. There is also a lack of provisions to guide the stations in ensuring the rights of women who seek judicial support through informal mechanisms.
- **An all-female staff does not necessarily guarantee better service quality.** In Nicaragua and Peru, where only female WPS operators take users' statements, some of the users interviewed felt more confident; however, a few said their expectations were not met. In Brazil and Ecuador, where there are related policies, observation and interviews found no difference among operators based on sex; instead, better service quality was related to the training received by specific operators or their values, attitudes and level of sensitivity.

- **Operators still have a considerable margin of discretion regarding the application of laws, policies, and service protocols.** On the one hand, a few operators provide strategic and compassionate support to users, a higher standard of service quality that is praised by users and contributes more effectively to women accessing justice and eliminating violence. On the other hand, this results in the WPS often not ensuring due diligence. One example is that some operators impose a family values perspective on some users, encouraging them to negotiate with their partners or not file a complaint. It was also found that poor and less educated women are sometimes ignored in the WPS. Also, despite psychological violence being illegal in all four countries, operators frequently prioritise those cases in which women have severe visible physical injuries, and may resist accepting complaints of psychological violence.
- **In general, WPS operators require more specialized training and need to learn self-care practices.** WPS operators in the sites studied had received little specialized training, while none had been taught self-care techniques. Training needs to reflect the formal legal/institutional framework and human rights standards. This contributes to counteracting myths on violence against women and so-called “family-values” attitudes and may improve due diligence and service quality (Batres, 1999). Self-care practices enable operators to cope with the stress of their work and can have a direct effect on improving how they treat survivors.
- **Delays in the police-judicial system are a significant barrier to gaining access to justice and put women at greater risk of violence.** In the judicial model in Ecuador, the maximum length of the process identified in users was three months (although the mandate only covers lesser offences); a few users interviewed in Brazil in Nicaragua had been waiting for justice to be served for over a year.
- **Women generally receive inadequate information about their rights, legal procedures, and other community services in the WPS.** Some users were satisfied with the information they received from WPS operators, yet in general they received limited guidance when interviewed by WPS operators and no written information produced by the WPS and/or other actors was given to users, despite its availability, in any of the WPS studied.
- **Existing information systems generally provide limited data on the situation of violence and results of seeking access to justice.** Only in Ecuador is there a unified information system that provides data on the results of the judicial process, but not the application of protection measures. No official data is available in Brazil from the WPS. This lack of data contributes to reducing the visibility of violence against women and decreases the possibility of knowing the results and the long-term impact of the WPS and other specialized services and institutions. It also hinders monitoring efforts that can inform improvements in service delivery.
- **There are currently no civilian or joint state/civil society oversight bodies of the WPS in any of the four countries at the national level,** although there are organizations in all four countries that do advocacy and related activities. This absence limits the accountability of the WPS and reduces their due diligence and the consistent application of laws, policies, and protocols.
- **Limited resources in the WPS create an obstacle to guaranteeing quality services for all women.** One example is poor infrastructure, which contributes to lack of privacy; another is limited personnel, which can lead to increased wait times and reduced information and guidance provided to users. WPS operators sometimes blame limited material resources as the reason for passing costs on to users, for example, they may be charged for some paperwork or transportation to arrest a perpetrator.

- **There is inadequate coordination among the WPS and other police units.** Beat officers do not often coordinate effectively with the WPS, for example some users complained they were told to serve notifications to their perpetrators themselves. In other examples, the police at non-specialized delegations did not provide adequate information to women or apply appropriate procedures.
- **Institutional obstacles in the WPS and elsewhere, along with the lack of comprehensive services, limit women's ability to leave situations of violence and gain access to justice.** Although state service providers often blame women for not wanting to file a complaint, the WPS, in coordination with other state and government institutions, do not provide adequate services in fulfillment of the [Belém do Pará](#) and [CEDAW](#) conventions to support women. There is a general lack of social programs to support women to provide job training, economic alternatives, independent housing, and even transportation so they can continue their processes. Positive exceptions are a government-run centre in the Peruvian WPS studied that offers job training services; and in Brazil, public transportation subsidies provided by the local council to WPS clients in need.
- **Consistent application of the law against perpetrators is essential to stopping violence.** In all four sites, users' experience demonstrated that when penalties were imposed, either through sentencing or the application of protection measures, perpetrators ceased being aggressive. In cases where the police-judicial process was not concluded satisfactorily and the perpetrator was not held accountable, he continued to exercise violence and/or the woman lived in fear.

Essential elements in establishing Stations

- The WPS are part of a specialized institutional structure, headed by a national specialized governing body. It is responsible for the design, implementation, supervision, and monitoring of the following: policies, regulatory framework, guidelines, protocols, etc.; human resources policies; education and training of personnel; and local WPS and their personnel. It has sufficient resources to implement its responsibilities. It coordinates with other divisions of the same institution and other state and social actors. Its responsibilities are designed based on international standards for access to justice and the prevention and eradication of violence against women.
- Laws on violence against women and WPS are introduced and/or reformed to provide timely and effective access to access to justice – including protection, penalties for aggressors, and [reparations](#) – for all forms of violence against women, including violence motivated by gender, race, sexual orientation, and other power relations. The legal and institutional mandate must reflect international and regional human rights standards.
- A gender audit of the WPS is conducted as part of a broader gender mainstreaming process of the entire institution. The purpose is to ensure due diligence and the effective implementation of regional and international standards as regards women's rights for both gender-based violence survivors and aggressors in all WPS by the WPS and all departments involved.
- Performance protocols need to be designed, implemented, and monitored. They must reflect human rights conventions, gender justice, and the intersectionality of gender with other social structures, in accordance with the area of jurisdiction of the WPS. These will ensure standards that provide quality services, through which women are treated as subjects of rights.

- The WPS mandate includes participation in multisectoral coordination bodies at the local and national levels in order to contribute to improved direct services, prevention, and oversight as defined by the WPS mandate.
- Sufficient human, resource, and budgetary resources are allocated to all WPS and the national governing body to fulfill their responsibilities.
- Accountability mechanisms for the WPS are designed and implemented. In addition to institutional procedures, the WPS also need to be accountable to the community in general and women in situations of violence and their advocates in particular.
- Internal investigation mechanisms and administrative penalties are applied for perpetrators of violence who are part of the police institution's and WPS personnel. WPS authorities are involved in their design, implementation, and monitoring.
- Information regarding WPS performance is produced and disseminated on a regular basis. Data is disaggregated by sex, age, and other relevant criteria. The WPS participate in the creation and operation of unified information systems to produce and distribute information on the outcomes of the police-judicial process. Where possible these are also unified with the health system.
- Mechanisms and protocols are designed, implemented, and monitored to enable close and ongoing coordination of the WPS with other police divisions, judicial and security sector institutions, other specialized services, including human rights defenders, and traditional and religious authorities.
- All WPS authorities and operators are given mandatory initial and continuing specialized education and sensitisation. Programs must be based on a human rights, gender justice, multisectoral, and empowerment perspective.
- All WPS personnel and authorities are taught self-care practices and are provided with counselling programs.
- All WPS services are provided free of charge to women in situations of violence.
- Adequate access is provided to all women. Access is defined according to various parameters, including location, hours of operation, languages, interculturalism, costs, and infrastructure, etc. For example: there are sufficient quantities of WPS located to serve urban and rural women; operators represent or know local cultures, languages; access to women with disabilities; travelling/itinerant WPS provide services in remote locations; direct and indirect costs (such as transportation, child care) are eliminated or subsidised for poor women.
- The WPS provide information to all users and the general public about women's rights, legal procedures to gain access to justice, and multidisciplinary community services.

Source: Extracted and adapted from Jubb et al. 2010. "[*Women's Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice*](#)" CEPLAES, IDRC. Quito. This research studied the WPS in 4 countries in 3 stages: a historical mapping of WPS models nationally; a representative survey with adult women; observation at a WPS and in-depth interviews with WPS users, operators, and representatives of other specialized services and institutions. The 4 sites of the latter two stages were: Belo Horizonte (Minas Gerais), Brazil; Cuenca, Ecuador; Ciudad Sandino, Nicaragua; and Villa El Salvador, Peru. For ease of reading, only the name of the country is used in the text.

Consider investment in ‘one-stops’ to meet the multiple needs of survivors

- The model of a “one stop” centre is important for creating a safe and supportive environment for women and girls to seek immediate protection, medical treatment and legal assistance, although it is not cost-effective for all settings. The centres are designed to reduce the number of institutions that a survivor must visit to receive basic support following an incident of violence by coordinating the assistance and referral process through one location.
- Frequently survivors of sexual and gender-based violence report that the way police, hospitals and courts are set up does not provide an appropriate atmosphere to report on violence. For example, police stations may lack private interview rooms or specially trained officers who know how to respond and interview female survivors. Hospitals may also lack private treatment rooms or the facilities to conduct the specialized examinations and analysis needed to provide the medical evidence that assists in prosecution of a legal case.
- In many communities, survivor services, where they exist, are often located in different physical locations and inhibit, rather than facilitate, timely and efficient responses. For example, a rape survivor may go to the police, where her case is documented, but may not be able to go to a health facility that can administer [post-exposure prophylaxis](#) within the 72-hour period required and that can also conduct forensic examinations if the woman decides to receive one.
- There are a number of different models for centres that offer protection and immediate services to women and girls (e.g. crisis centres or spaces within health centres or hospitals). A well-known practice is the hospital-based model developed in Malaysia in 1993, which has been replicated across regions worldwide. One-stop shops, often located in hospitals, usually provide some or all of the following services:
 - Immediate medical assistance (e.g. treatment for physical injuries, [emergency contraception and HIV post-exposure prophylaxis \(PEP\) kits](#))
 - Medical testing, for example for HIV and AIDS, STIs, pregnancy
 - Forensic facilities to collect and analyse the necessary [forensic evidence](#) for prosecution
 - Trauma / psychological counselling
 - Criminal investigations unit, where survivors can report a crime and a case file can be opened
 - Legal assistance
 - Temporary shelter/ safe accommodation

Key guidelines for establishing and running ‘one stop shops’:

- A protocol should be developed between the different service providers to determine set procedures for supporting victims, prioritizing cases and providing access to various services.
- All service providers should receive specialist training in working with women and child survivors.
- Tight safety and security measures should be put in place to ensure victim safety and prevent perpetrators from accessing the centre.
- Privacy and confidentiality should be ensured through private rooms available for medical and other consultations and secure [management of records](#).
- [Community dialogue and outreach](#) activities should be developed to provide the wider population with information about the services offered, hours of operation, etc. for the ‘one stop centre’.
- Commitment should be secured from the local authorities for the centres to be sustained and financed over the longer term.

Lessons learned and challenges:

- It is often difficult to establish ‘one stop centres’ outside metropolitan areas given lack of resources and infrastructure.
- An absence of partnership with women’s non-governmental organizations limits the ability of centres to provide more comprehensive support and counselling components to survivors.
- Insufficient investment in capacity development and specialized training of service providers affects the quality of support provided and use of services by survivors.
- One-stop shops are resource intensive and are often financed by international non-governmental organizations or donor agencies. Greater attention is required to explore the sustainability of these centres.
- Although renowned as a promising practice, there is a lack of evaluations on one-stop shops.
- Where integrated services are not available, police can establish linkages with existing health facilities, or work through a victim advocate who supports survivors throughout the process to access services from various institutions ([WHO](#), 2010; [Ward](#), 2011).

Examples of one-stop shops (police managed, government and non-governmental)

Rwanda's police-managed ISANGE One Stop Centre: The One Stop Centre for Survivors of Child, Domestic and Gender-Based Violence, established in 2009, is based in the Kacyiru Police Hospital, Kigali. ISANGE (meaning feel welcome and free in Kinyarwanda) was initiated through a partnership between the Rwanda National Police Health Services and the United Nations in Rwanda, with support from UNIFEM (now UN Women), UNFPA and UNICEF. The first integrated centre in Rwanda, the model offers a range of services, including protection from further violence, crime investigation, medical testing and court referrals as well as treatment for physical and psychological trauma, in comfortable and confidential facilities. Toward expanding integrated services, the Ministry of Health has made a commitment to provide offices in all government-run hospitals for police to follow up on cases of gender-based violence, which will also support a ministerial order passed that survivors of rape must be medically examined within 72 hours after an incident. Another centre was built on this model, in the Rusizi District in western Rwanda ([UNIFEM](#), 2009).

Papua New Guinea's partnerships with police through the Stop Violence Centres in provincial hospitals: Since 2004, the National Department of Health has set up "Stop Violence Centres" (previously known as 'Family Support Centres) in all provincial hospitals in Papua New Guinea. The first centre, set up in the Port Moresby General Hospital, provides medical assistance, trauma counselling, overnight emergency accommodation, paralegal support and then referral to other agencies for further shelter, legal support and counselling. Referrals to the centre can be received from Accident and Emergency and other wards of the hospital, NGOs, the police (through a link with the Sexual Offences Squad and government agencies). The Centres support women and children who have experienced sexual violence, domestic abuse or have attempted suicide. The Government has worked to formalize the procedures, protocols and referral pathways at the Centres and then roll them out nationally. By 2009, there were four Centres in the country (also in Lae, Goroka and Kundiawa), and AusAid had committed to open four additional centres (in Alotau, Wewak, Maprik and Arawa) (AusAid, 2009. 'Papua New Guinea Country Report'; [Amnesty International, 2006](#)).

South Africa's Thuthuzela Care Centers: The Centers, established at various provincial hospitals across South Africa, provide sexual violence survivors comprehensive care and methods to prevent secondary victimization by police or medical staff who may not be accustomed to working with rape cases. Individuals can get medical attention, speak to a police officer, and receive psycho-social counselling. Activities and survivor supports are coordinated with the [South African Police Service](#), justice officials and lawyers who liaise with medical staff and social workers and hospital staff for each case, including specially trained nurses and doctors to collect evidence. The model is being replicated across the country and beyond (South Africa [National Prosecution Authority](#); [UNICEF South Africa](#)).

Timor-Leste's Safe Room Project (*Fatin Hakmatek*): In 2003, the [non-governmental organization PRADET \(Psychosocial Recovery and Development in East Timor\)](#) established a safe space in the Dili National Hospital to provide treatment for women and girl survivors of domestic violence, sexual assault and child abuse. In 2006, it moved to a dedicated facility on the hospital grounds, where it offers free medical treatment, emergency counselling, forensic documentation of injuries, assistance with food and transportation, overnight accommodation (with 3 sleeping rooms) and referrals to other resources in the community, including legal advice. The centre has developed a strong working relationship with the National Police and receives the majority of its referrals from them. Since its establishment, [Fatin Hakmatek](#) has assisted hundreds of women and girls and is expanding its reach through centres in the country's five district referral hospitals (Oecusse, Maliana, Suai, Baucau and Maubisse), expected to begin operations by early 2012. It has been mainly funded by UNFPA, AusAID and Caritas Australia. Key features of the space include:

- A well-designed facility with strong security and a separate entrance to an interview room so police can take victims' statements without entering the main building.
- A homely environment with space for staff and volunteers to work, relax and cook, with private interview rooms and confidential recordkeeping.
- A staff team comprising 5 female midwives and a male nurse, who receive regular mentoring and other capacity support as required.
- Open seven days a week, with after-hours service.
- Strong connections with other agencies working on violence against women and support groups for survivors of different forms of violence (e.g. Secretary of State for Gender and Equality, Ministry of Social Solidarity, Health, National Police, UNFPA).
- Training opportunities for doctors and other health workers on a medical/ forensic examination protocol that covers both child and adult survivors of domestic violence, sexual assault and child abuse.
- A 24 hours emergency helpline: +670 725-4579.
- Training and education by [Fatin Hakmatek](#) staff for health workers, police and communities on domestic violence, sexual violence, sexual assault, child abuse and abandonment, and related health care and safety activities. This includes awareness-raising on the development of referral pathways in sub-districts across Timor-Leste.

[Pradet](#) has begun a 3-part training of doctors and midwives at each referral hospital in the forensic protocol, involving a week of theoretical background, a week of practicum at the Fatin Hakmatek and a follow-up training by international experts and Fatin Hakmatek staff (Commonwealth of Australia, 2007; [Pradet website](#); [Kendall, S. for Pradet, 2010](#); communication with Pradet advisor, April 2011).

The Havens in London, United Kingdom: The dedicated rooms for survivors of sexual assault previously established in police stations by the London Metropolitan Police were moved to 'Haven Suites' in private buildings or hospitals due to space limitations in 2000. The suites are open 24 hours and have specially trained medical and psycho-social staff linked with specialized sexual assault police investigators for survivors who choose to report the incident to the police. Victims can directly seek assistance from the units or be referred there by the police. The facilities offer space for interviewing survivors, conducting medical examinations and provide other immediate and long-term counselling support, among other services, with specialist staff for girls and young people 13-18 ([The Havens website](#)).

- See additional examples of one-stops through the [Secretary General's Database](#) (search for integrated service centre)

Promising practice: Family Justice Centers, United States

The President's [Family Justice Center Initiative](#) is a US \$20 million federal program to create specialized 'one-stop shop', co-located, multi-disciplinary service centres for survivors of family violence and their children. Launched in 2003 by the President and modelled after the [San Diego Family Justice Center](#), the centres are designed to reduce the number of institutions that a survivor of domestic violence, sexual assault and elder abuse must visit to receive assistance. The aim is to provide a single location where survivors can go to speak with an advocate, plan for their safety, interview with a police officer, meet with a prosecutor, receive medical assistance, access shelter information and get help with transportation.

The family justice centre model has numerous effective features, which include:

1. **Co-located, multi-disciplinary services for survivors of family violence and their children increases safety and support.** Partners of the centre include law enforcement officers; prosecutors; probation officers; military advocates (if applicable); community-based victim advocates; civil attorneys; medical professionals; members of community groups.
2. **Pro-arrest/ mandatory arrest policies increases accountability for offenders.** Each community has law enforcement and prosecuting agencies that emphasize the importance of arrest, prosecution and long-term accountability for offenders.
3. **Policies incidental to arrest/enforcement reduce re-victimization of survivors.** Each community hosting a center has a demonstrated history of addressing common problems such as dual arrest (i.e. where both parties involved in intimate partner violence are arrested) and mutual arrest. No jurisdiction has policies that require a survivor to pay for obtaining a restraining order if the survivor is financially unable to afford such costs.
4. **Survivor safety/advocacy is the highest priority in this service delivery model.** Each site has readily identifiable processes and staffing to assess and provide for survivor safety during the intervention process. All justice centers have policies in place to ensure, to every possible extent, security for staff and clients.
5. **Survivor confidentiality is a priority.** All sites have policies and procedures that provide for survivor confidentiality to the extent required by law. Survivor information can be shared among agencies working in partnership to protect the client only after informed consent procedures are implemented.
6. **Offenders are prohibited from on-site services at centers.** No criminal defendants should be provided services at a family justice center. Domestic violence victims with a previous history of violence or with a current incident in which the victim is the alleged perpetrator are assessed on a case-by-case basis for eligibility for services.
7. **Community history of domestic violence specialization increases the success of collaboration.** Every center has a history of specialized services (e.g. trained advocates, police officers, prosecutors, judges, court support personnel, medical professionals) in their community. In the absence of such a history, family center planning should include intensive training for all proposed partners and staff, with an emphasis on survivor safety and advocacy and collaboration in the co-located services model.

8. **Strong support from local elected officials and other local and state policymakers increases the effectiveness and sustainability of Family Justice Centers.** All new centers demonstrate strong local support from authorities within the community. The President's Initiative did not anticipate indefinite federal funding for any family site. Each site was required to seek strong support from local officials or other influential policy makers to increase local support at the conclusion of federal funding.
9. **Strategic planning is critical to short-term and long-term success in the Family Justice Center Service delivery model.** Each center demonstrates a strategic planning process to ensure sustainability and development of the program, and local funding options for future operations. A history of local funding is strong evidence of possible future support. Local revenues to fund specialized intervention professionals demonstrates the commitment of local officials and policy-makers to domestic violence intervention and prevention work.
10. **Strong/diverse community support increases resources for survivors and their children.** All sites need strong, diverse community support. Strategic planning efforts that include developing and maintaining support from local government, state government, business, labour, diverse community-based social service groups, and faith-based organizations increases the resources available to survivors and their children at a center, which improves safety and support.

As of 2009, there were 31 Family Justice Centers in the U.S. (16 received funding under the [President's Initiative](#)) and five International Family Justice Centers (in Canada, England and Mexico). The model has been identified as a promising practice in the field of domestic violence intervention and prevention services by the United States [Department of Justice](#) given its association with outcomes such as reduced homicides, increased survivor safety, increased efficiency and coordination among service providers and reduced fear and anxiety for survivors and their children. However, it requires significant start-up costs and would be difficult to replicate in communities where government and law enforcement agencies have no history of collaboration and specialisation in addressing matters of family violence.

Sources: Office on Violence against Women, US Department of Justice (2007); [Seftaoui, J. \(ed.\) \(2009\) 'Bringing Security Home: Combating Violence against Women in the OSCE Region. A Compilation of Good Practices', Vienna: OSCE; National Family Justice Alliance, \(2009\).](#)

Key Resources

- ***Collaborating for Safety: Coordinating the Military and Civilian Response to Domestic Violence: Elements and Tools*** (Jane M. Sadusky for Battered Women's Justice Project, 2010). This handbook provides an overview of the processes used in the implementation of the United States Government-funded Military/Civilian Coordinated Community Response Demonstration Project, which aimed to create guidelines for coordinating the response of civilian and military agencies to domestic violence cases involving military personnel that enhance victim safety and autonomy, effectively hold perpetrators accountable for ending their violence, and provide safety and support to children exposed to family violence. It can be used by advocates and law enforcement personnel to establish or strengthen a collaborative relationship between the local community and local military units. Available in [English](#).
- ***Bringing Security Home: Combating Violence against Women in the OSCE Region. A Compilation of Good Practices*** (Seftaoui, J. (ed.), 2009). This publication documents more than 95 good practices to help eliminate gender-based violence and highlights their impact in preventing violence against women, protecting victims and prosecuting offenders. Strategies for involving men and young people in anti-violence activities are also described. Available in [English](#).
- ***Combating Violence against Women: Minimum Standards for Support Services*** (Kelly, L. for the Council of Europe, 2008). This resource is for service providers, advocates and policy-makers and contributes guidance toward the development of consensus on the minimum standards for protection and support services, including the range and scope of services to be provided as well as the principles guiding practices. Available in [English](#); 66 pages.
- ***Post-exposure prophylaxis to prevent HIV infection- Joint WHO/ILO guidelines on post-exposure prophylaxis (PEP) to prevent HIV infection*** (WHO/ILO, 2007). This set of guidelines, by the World Health Organization and International Labor Organization, is for public health practitioners and policy-makers. The guidelines provide a unified framework on developing a PEP policy and the implementing services for exposure through occupational situations and sexual assault. The guidelines cover: the general development of PEP policies and strategies for implementing programmes; general management of HIV PEP; policy development and clinical management of occupational exposure as well as exposure from sexual assault; and related references including guidelines on HIV testing. Annexes include sample checklists, service provider scripts, patient information sheets and documentation templates, which, along with the guidelines, should be adapted to the local context. Available in [English](#); 104 pages. See also guidance in [Health Module](#).
- ***Evaluation of a Coordinated Community Response to Domestic Violence: The Alexandria Domestic Violence Intervention Project - Final Report*** (Orchowsky, Stan J. for the US Department of Justice, 1999). This resource, produced by, is for EVAW specialists and advocates, as well as policymakers. The study examines the Alexandria, Virginia Domestic Violence Intervention Program, a coordinated community response to domestic violence, to determine program effectiveness. Available in [English](#); 145 pages.
- See also the module dedicated to [coordinated responses](#).

Strengthen local security and community partnerships

Community-based policing

- Community-based policing or community-oriented policing is both a philosophy and an organizational strategy that allows the police and the community to work together to solve problems of crime, disorder and safety issues and to improve the quality of life for everyone in that community ([OSCE](#), 2008). Experience suggests that when communities play a key role in defining their own security and safety needs and are involved in planning, implementing and monitoring locally-defined solutions to their problems, community safety and security improves considerably.
- The quality of the relationship between community groups, civilians and local security personnel – usually the police – is often the determining factor in whether a survivor reports violence and receives adequate treatment, whether the perpetrator is apprehended, investigated and prosecuted and whether effective action is taken locally to prevent future incidents of violence. The deployment of a community police force or use of community policing methods can increase trust and the effectiveness of police in preventing and responding to violence against women ([Police Executive Research Forum](#)).
- Community policing is based on the premise that no one organization can solve local security problems, which require partnership, collaboration and joint problem-solving between the police, the communities they serve, and others (U.S. Department of Justice, [Office of Community Oriented Policing Services](#)). Potential partners for community-based policing might include:
 - Other government agencies (e.g. local authorities, prosecutors, probation and parole officers, public works departments, neighbouring law enforcement agencies, health and social services, child support services, and schools).
 - Community members/groups (e.g. individuals who live, work, or otherwise have an interest in addressing violence against women in the community—volunteers, activists, formal and informal community leaders – who are a valuable resource for identifying community concerns).
 - Traditional and community leaders, who are often called to intervene in cases of domestic violence, sexual abuse and child abuse.
 - Non-governmental/ community-based service providers, who are core partners in the referral system and provide key support to survivors or women at risk of violence (e.g. shelters, women's organizations, advocacy organizations, survivor support groups, service clubs, community development organizations, faith-based groups or associations).
 - Private businesses, who have a stake in the health of the community and can contribute financial and other resources.
 - Local media, who can assist with publicizing the issue in the community and possible solutions, promote services from government or community agencies or new laws or codes that will be enforced. In addition, the media can have a significant impact on public perceptions of the police, domestic violence and security issues for women in the community.
- Community-based policing requires police departments to organize their management, structure, personnel, and information systems in a manner that supports partnerships with advocates and other community members and proactive problem-solving focused on survivor safety. Key priorities to ensure community-based policing improves prevention and response to violence against women include (Denham, 2008, [OSCE](#), 2011):

- **Integrate gender and violence against women issues across police operations locally** at the earliest stages of police reform and in line with measures taken at the national level, including by:
 - Developing clear [policies and strategies](#), with a budget for implementation.
 - Establishing [specific units](#) to deal with violence against women or child protection issues at the community level. For example, in the United Kingdom, every police force has a [Community Safety Unit](#) to deal with domestic violence; [Child Abuse Investigation Units](#) for cases of physical or sexual violence against minors; and [Sapphire Units](#) for sexual offences. Officers are specifically selected and trained for this work, with units based in designated buildings (separate from police facilities) to help survivors feel safe.
 - Placing plain-clothed officers within communities, who may be more approachable and reduce attention to women and girls who may seek support or assistance from police.
 - Identifying 'champions' within the local force to advocate for addressing the issue.
 - Increasing the representation of women and minority groups in community police units, as women and girls are often more comfortable reporting violence to female police (Population Council, 2010).
- **Give specific training to police to improve their capacity to implement community policing.** In addition to basic [training](#) related to gender-based violence and survivor-centred responses, topics should include community policing concepts, address attitudes and myths related to survivors (key to improving effective victim identification and engagement), and specifically develop personnel skills in communication, collaborative problem-solving and cooperation. These skills are essential for working in partnership with community members, government and local organizations with experience addressing the issue, and can strengthen police interventions (U.S. Department of Justice, [Office of Community Oriented Policing Services](#)).
- **Promote linkages between community police, women's organizations and community groups** advocating or providing services to survivors (e.g. joint training/ patrolling, coordinated referral services). For example, engaging groups in conducting community [safety audits](#) can increase police awareness of women's security concerns and improving women's sense of security.
- **Hold regular meetings between the police and community groups in convenient and safe locations** to encourage participation of all community members, especially women. Such consultations should be organized with women's advocates and should consider the location (e.g. community centres rather than police stations); time (hours where women can freely move and have fewer competing responsibilities); and format of meetings (small groups versus large public forums, presence of female personnel) to ensure women's security and maximize their participation.
- **Establish internal systems within the police that encourage and reward innovative practice** with respect to violence prevention and response (e.g. performance-related pay, service awards, police officer of the month).
- **Establish local [civilian oversight](#) and [coordination mechanisms](#)** to enable community groups to monitor police practices and responses to gender-based violence (e.g. [community-police forums](#) or committees and review boards).

Illustrative examples of community policing efforts:

Consultation with women's groups in developing community policing in Burundi

In Bujumbura (Burundi), a community-based policing force has been operationalized in response to the identified security gap at individual and community levels, especially in rural areas, with support from several donors, including the [UN Peacebuilding Fund](#), Belgium and France. To better understand the security needs of women and determine if these were being adequately addressed through wider security sector reforms, the NGO [International Alert](#) conducted a survey with women in 2008. The women interviewed revealed that they placed more weight on their personal and household security over public security, and unless those issues were incorporated into police reforms, it would be unlikely that women would feel improvements in their safety.

As part of the reform process, community discussions on police reform and community policing consistently noted gender-based violence as a concern. Police officers explained their need to have information required to intervene in cases of domestic violence and encouraged women in Bujumbura to come forward about sexual violence generally. The programme design engaged representatives from 30 women's organizations in meetings with personnel administering the Peacebuilding Fund project on developing a community-based policing approach in Burundi, which contributed to several specific recommendations for the initiative:

- Integrate [SCR 1325](#), specifically the need to protect women and girls, in the French and Kirundi versions of the police manuals;
- Ensure that police training curriculum incorporates modules on violence against women;
- Ensure that there are periodic meetings between the police and local communities where women are able to participate effectively and voice their security concerns;
- Provide sex-disaggregated data on the number of participants in trainings and sensitization meetings that are planned under all Peacebuilding Fund projects;
- Ensure women's organizations are involved in the implementation of this project, particularly with regards to sensitizing the population on the functions of the new police force and the advantages of their new functions and uniforms; and
- All the police reform projects funded by donors (e.g. Dutch, French and Belgian) should take the specific needs of women into account.

Sources: [Barnes K. \(2009\), Building an inclusive Security Sector, How the EU can support gender-sensitive security sector reform in conflict-affected contexts, Initiatives for Peacebuilding Gender Cluster](#); email correspondence with T. Dexter (2010).

Community Policing in Bosnia: A Community Policing Project in Bosnia and Herzegovina worked with kindergartens and schools within the scope of a "domestic violence" prevention campaign. A contest for the selection of a logo and slogan was organized and invitations were sent to all schools in Zenica. Police, together with all kindergarten classes and schools, had representatives for a domestic violence prevention campaign. The purpose of the campaign was to train police officers and teachers and give clear guidelines which would help identify children exposed to domestic violence, and develop mechanisms to help the victims. Working together, the various stakeholders developed an action plan for a preventive campaign and the development of a social care centre. In Zenica, a domestic violence workgroup was formed (consisting of representatives of police, schools, the Municipality, Prosecutor's office, the Courts, a safe house, a social care centre, a hospital, and others) to sustain and continue to work to prevent domestic violence in the community ([DeBlieck, S, 2007](#)).

Case Study: Parivartan- A Programme for the Safety of Women and Children by the New Delhi Police (India)

The New Delhi Police initiated the [Parivartan](#) Programme in 2005, in which women police officers conduct community awareness and sensitization activities against rape and domestic violence in densely-populated, low-income areas of the capital. The main objective and all activities of the programme are targeted towards reducing the growth rate of crimes against women and children by 25 percent annually. The initiative started in the North-West district, where the incidence of violence against women was highest among the 9 districts of New Delhi. For example, in 2005, 29% of the total rape cases were reported from North West district. The initiative has since spread to the North and Outer districts of the city. It was designed by the New Delhi Police, in collaboration with civil society, including academics, human rights activists and non-governmental organizations.

Special features of the programme include: pantomimes for sensitization of communities on issues of drug abuse, domestic violence and sexual assault organized by the non-governmental organization [Jagran](#); door-to-door awareness campaigns, distribution of safety literature and self-defence programmes for women and girls by female officers; formation of women safety committees; awareness workshops and lectures in educational institutes by the non-governmental organization [Swanchetan](#) and sensitization of male police personnel.

Parivartan is first systematic and structured community-based policing intervention in the city, following previous initiatives which were unable to achieve results or be sustained. As a result of the dynamic and pro-active partnership between women in communities and female officers, women and children's safety has increased. The culturally-sensitive pantomimes have contributed to a higher level of 'recall and retention' of issues regarding women and children's safety. Through regular training and workshops on safety and security issues, the capacity development of male and female police personnel and community members has increased.

Read the full [case study](#).

See also [videos](#) developed for the programme

Sources: Interviews with North West District Deputy Commissioner Jaiswal; Dr. Sagar Preet Hooda, former Deputy Commissioner of the New Delhi Police; and Ms. Manju, responsible for Parivartan cell in the North West District; and New Delhi Police. [Parivartan](#) website.

Case Study: Parivartan- **A Programme for the Safety of Women and Children by the New Delhi Police (India)**

Background

The New Delhi Police started the '[Parivartan](#)' (*change*) intervention in August 2005 to take action against rape and domestic violence in India's capital. The Programme involves women police officers conducting community awareness and sensitization activities against rape and domestic violence in densely-populated, low-income areas of the city.

The main objective and all activities of the programme are targeted towards reducing the growth rate of crimes against women and children by 25 percent annually. The initiative started in the North West district, where the incidence of violence against women was highest among the 9 districts of New Delhi. For example, in 2005, 29% of the total rape cases were reported from North West district. The initiative has since spread to the North and Outer districts of the city. It was designed by the New Delhi Police, in collaboration with civil society, including academics, human rights activists and non-governmental organizations. The program is targeted at the community level, especially in densely-populated, low-income areas, where vulnerability of women and children is high.

Prior to the start of the programme, incidents of sexual assault and rape against women had been on the rise in New Delhi. The incidence of rape had been increasing at an annual rate of 18 per cent from 2001-2005. The national media labelled Delhi as the 'rape capital of India', and the international media portrayed the capital as an unsafe city for women. Three widely publicized cases of rape which took place in moving vehicles in Delhi led to increased police patrolling. However, the police leadership came under tremendous pressure by the media and civil society to provide a more strategic and structured intervention targeting the root causes of gender-based violence. The Joint Commissioner of Police issued a directive to the Deputy Commissioner of the North-West district to develop a programme to contain rape and sexual assault in the city.

Process

The blueprint of Parivartan was developed by the Deputy Commissioner of Police, in collaboration with the [Centre for Social Research](#), the Director of the non-governmental organization [Jagran](#), the Head of the Department of Sociology of Delhi University and gender experts. It responded to a variety of problems identified in the city, including:

- the 18% annual increase in reported incidence of rape in Delhi from 2001-2005.
- the particularly high levels of violence from the North West district (29% of the total rape cases reported in 2005) compared to the other 8 districts in Delhi.
- the overwhelming majority of sex-offenders (95%) being relatives/ neighbours/ friends of the survivors, although the fewer cases of rape by strangers was usually highly violent in nature.
- the high incidence of domestic violence, dowry deaths, child abuse, kidnapping and abduction in the community.
- the lack of sensitivity and need to improve conduct by male officers toward survivors.
- the poor community perception of law enforcement agencies, and secondary victimization often faced by survivors at the police stations.
- the overall lack of awareness by survivors of the law and their rights to support services available, such as free legal assistance, women help lines, counselling centres, temporary shelters, etc.
- the perception that public spaces (e.g. roads, bus stands, parks, subways, etc.) were quite unsafe for women.
- the harassment of survivors and witnesses by perpetrators, which often led to acquittal of cases.

Parivartan's mission is to change the mindset of society toward women to: substantially reduce violence against women, particularly rape in New Delhi and create an atmosphere of safety, wherein women feel safe and secure.

The Programme endeavours to build a sustainable partnership with society to create a safe and violence free environment for women and children by:

- effectively deploying women police officers in sensitive beats (the smallest operational area for police with a population size of 10,000 to 50,000) to address women and children's grievances.
- organizing awareness activities to sensitize the community and obtain their feedback and suggestions;
- forming women safety committees to widely disseminate the Parivartan campaign; provide a forum for women to register their complaints; and discuss community-related issues and personal safety concerns;
- organizing self-defense training programmes to empower women and girls;
- motivating women and girls to report cases of sexual assault; and
- sensitizing male police personnel on crimes against women and girls.

In 2005, 20 beats were selected out of 200 in the North West district for the first phase of the intervention, considered *hot spots* for gender-based violence given the high incidence in these areas. On average, two women police officers are posted in each beat. The female officers, formally known as 'Women Beat Constables', are supervised by the Deputy Commissioner of Police. Following a two-day orientation workshop, the officers are deployed in the selected beats. They are considered the 'ambassadors of change' of the Parivartan programme.

Activities

A monthly schedule of daily activities is prepared by the Deputy Commissioner for Women, which include the following:

- **Deployment of trained female police constables** into communities to lead implementation of the various Parivartan Programme activities, which included approximately 50 women officers in the North West District during 2010-2011. The police implement door-to-door awareness-raising, support the women safety committees and organize self-defence training programmes for women in the community, with 12 sessions conducted in 2009 and 13 in 2010.
- **Public awareness programmes** such as awareness lectures, screening of short documentaries/movies on various issues concerning crime against women and children were conducted, with approximately 237 activities in 2009 and 297 in 2010.
- **Door-to-door policing** by female officers focuses on interacting with women in the community in order to identify and address any grievances raised by women. The officers also try to build women's confidence of their own safety within the community through the distribution of safety literature.
- **Sustainable partnerships** between officers and community members are developed through the formation of women safety committees that serve as an important component of community policing. Each committee has approximately 20 local women selected by the female constables, and a leader selected by the members leads monthly meetings of the committee. The meetings are a platform to report problems faced in the community and help in gathering criminal intelligence in the area. Some women are also trained to act as community counsellors to expand the outreach of the awareness campaign on safety of women and children both within and outside the home.

- **Pantomime performances** are organized by the organization [Jagran](#) to raise community awareness on rape and sexual assault (*Hadsa*), domestic violence (*Ramkali ki Kahani*) and drug abuse among children. The performances aim to use and develop pantomime theatre and other forms of performing and visual arts for communication, awareness and analysis leading to behavioural and social change. The organization has developed its own indigenous form of pantomime as a tool of communication targeted at those who are poorly educated and/or illiterate to transcend barriers of gender, age, religion and literacy to talk about social and development issues within the community. Each of the three performances is 15 minutes and interacts with the audience through a question and answer format. This ensures active participation of the targeted audience and reinforces the key messages depicted in each play. The use of pantomime theatre is also used to create dialogue and communication leading to partnerships among different community stakeholders. The performances reinforce a positive image of police as crime prevention agents, which helps to strengthen the concept of community policing. During 2009, 84 pantomime performances were organized followed by 44 in 2010, and as a result of these performances, there have been stronger linkages between women in the community and the female police.
- **Educational institutions** play a vital role in changing and shaping the attitudes of students towards various issues in society. Through the non-governmental organization [Swanchetan](#), Parivartan supports awareness-raising presentations in schools, colleges and universities on issues of adolescence, domestic violence and child safety. The lectures also include preventive measures that can be undertaken by children, especially adolescent girls, teachers and parents with regard to the safety of women and children. The sessions begin with an explanation of situations of risk that children may experience and use role plays to help children practice how to respond to a potential perpetrator and some safety measures to protect themselves. Topics that might not be discussed at home such as 'good touch' and 'bad touch' are also explained through the presentations. Five sessions were conducted in 2009 and four in 2010 in educational institutes.
- **Training and sensitization of male personnel** takes place within each police station, conducted by fellow officers. In 2009, 12 trainings were held, followed by 8 in 2010.

Challenges

Some of the challenges encountered in the implementation of Parivartan include:

- There was initially limited engagement on the issues from male officers, which required the initiative to develop additional sensitization activities internally within the police.
- Some senior professionals were reluctant to commit to the intervention due to a limited understanding of the intervention's purpose.
- There was concern among some women police officers about being deployed to high-crime areas, which required additional dialogue with the Deputy Commissioner to reassure them about their safety and the importance of their role in the programme. The concerns also resulted in an initial deployment of both male and female officers to facilitate the transition of the female officers' presence within the targeted beats and communities and strengthen their confidence engaging with the communities.
- The demand for safety literature and publicity on the initiative far exceeded the availability of such material.

- The increased community awareness in the selected areas resulted in significant demand for legal counselling, shelters, health care and other services, which highlighted the acute shortage of these services.
- The programme's reliance on funding from a central government budget allocation to the New Delhi Police has affected Parivartan's full implementation and does not ensure the initiative will receive sufficient support over time. For example, due to increasing costs, the pantomime performances were stopped for the last half of 2010.

Results and lessons learned

- Pro-active community policing partnerships have led to greater empowerment of women. The formation of women safety committees, door-to-door awareness campaigns and distribution of safety literature by female officers has led to greater engagement of women and increased information exchange with the female police officers about potential sexual assaults. This has improved the intelligence available to women police to inform their crime prevention efforts, and is important as female officers frequently respond to sexual assaults cases.
- The initiative has been recognized by the Government's Department of Information Technology for its quality management systems, with accreditation by the International Organization for Standardization and was nominated in 2007 for the IBM 'Innovations in Government' Award by Harvard University (United States of America).
- By using a tailored culturally-sensitive approach with the Pantomime performance, community audiences have demonstrated a higher level of 'recall and retention' of issues regarding women and children's safety.
- Staff involved in the intervention should demonstrate genuine integrity in engaging on the issue and leaders should ensure there is honest commitment towards the achievement of goals. The roll-out of women constables has demonstrated the potential for improving the police image and strengthening police-public relations.
- Involvement with civil society is crucial. Active involvement from various social scientists, gender experts, human rights activists, and other members of civil society in partnership with the Delhi police greatly contributed to the design and implementation of the Parivartan Programme. The programme also improved civil society collaboration with the Delhi Police, by recognizing the role of and technical support required by highly qualified professionals in addressing violence against women, such as the use of the organizations focused on the issue, such as [Jagran](#) for pantomime theatre and [Swanchetan](#) for school presentations.
- Awareness-raising programmes by police should be prepared to respond to the potential increase in demand for survivor services such as orders of protection, counselling, legal assistance and shelter, with support to service provision or strengthening of referral mechanisms integrated as part of the programme design with clear budget allocations. This may also include support to strengthening mechanisms for enforcing the relevant laws to ensure that the programme is not jeopardized by unmet expectations.
- The need for a strong monitoring framework is critical for measuring a programme's effectiveness. While the programme was able to show a change in reported rapes through the crime statistics, baseline studies are also needed to measure changes in attitudes and behaviours over time, which is a significant aim of the intervention.

➤ See [videos](#) developed through the Parivartan Programme (in Hindi).

Sources: Interviews with North West District Deputy Commissioner Jaiswal; Dr. Sagar Preet Hooda, former Deputy Commissioner of the New Delhi Police; and Ms. Manju, responsible for Parivartan cell in the North West District; and New Delhi Police. [Parivartan](#) website.

Targeted operational measures

Where community-based policing is not feasible, for example, in settings where infrastructure is weak and resources are limited, providing security and protection to women and girls at a local level is a main challenge. Communities may be located a significant distance away from the nearest police station with limited or no means of communication or transport, which limits the ability of police to implement preventive measures, provide protection for women and girls at risk and respond rapidly to incidents of violence. Additional challenges related to fear of stigmatization or retaliation in response to reporting abuse, lack of trust with police, are among other barriers preventing women from receiving adequate security in various urban and rural settings.

Alongside long-term efforts to strengthen police presence and capacity within communities, there are a number of approaches that can be taken by the police and other uniformed personnel or local security groups, where relevant, to improve security provision, protection and prevention for women and girls, whether in resource-constrained stable contexts, conflict-affected or humanitarian settings. Targeted measures to improve women's security include:

- **Conduct specific patrols** to provide preventative physical protection in places and at times where women and girls are at risk. Examples of patrolling to provide preventative physical protection include:
 - *Firewood/Water Route Patrols:* Armed/unarmed security personnel accompany women and girls when they are collecting firewood or water beyond camp/ community perimeters to anticipate and avert predictable risks such as “firewood rape”. Key lessons include:
 - Mobility/speed of patrols is critical for a rapid response to sexual assault and can also have a deterrent effect.
 - Patrols are well-received when they are close enough on the ground to discern potential threats, but not so close as to impede women's normal routines, and when communities have been given advance notice as well as on the day of patrols.
 - Managing community expectations is important, since patrols may be cancelled due to low troop density or gaps between the departure of a contingent from the duty station and the operationalization of their replacement.
 - Attention must be paid, so that patrols, in their efforts to prevent or neutralize armed violence, do not simply displace it.
 - Firewood/water patrols are particularly effective when trust is built between participants and patrollers through “firewood (or water) patrol committees” that discuss timing, frequency, route selection, distance and how the patrol will be carried out.
 - *Market Area/Trade Route Patrols:* Armed / unarmed security personnel accompany women to/from market and along trade routes and ensure market areas are secure. Key lessons include:
 - In addition to helping prevent violence against women, these patrols can help improve trade and contribute to economic development.
 - Rehabilitating transportation permits women to travel with children, rather than leaving them unattended.
 - Sealing market entrances before sunrise and keeping a patrol in the area for the duration of trade can help ensure a “weapons-free zone” and facilitate women's economic activity.

- *Foot Patrols on School Routes/Around fields:* Armed / unarmed security personnel patrol school routes and field and/or escort women and girls to school or their fields to ensure their security. If relevant, this can also include targeted mine risk awareness for women/girls helps to ensure physical security in connection with accessing fields.
- *Night Patrols:* Armed/ unarmed security personnel patrol community (or camp) perimeters and risky zones. Night patrols have a considerable element of surprise, which keeps potential perpetrators of crimes at bay. A visible presence can also provide congregation point for at-risk civilians. Night patrols can also include the use of headlights, flares and illumination mortars to increase visibility in at-risk zones.
- *Border Patrols:* Security personnel patrol border crossing-points to check for signs of human trafficking. Security at border crossing-points helps to protect uprooted populations (the majority of whom are women and children) and monitor the movement of arms, troops and resources, including cross-border human trafficking in women/girls for sexual slavery and enforced prostitution.
- **Establish safe havens/demilitarized zones,** which are established and patrolled by uniformed personnel to give women and girls temporary security during a period of heightened risk. These are particularly relevant in conflict situations, following a natural disaster, during political chaos or other humanitarian context, and in high violence areas where establishing safe areas can respond to situations where insecurity has triggered sudden displacement.
- **Establish temporary operating bases/mobile operating bases,** where security personnel engage in long-range patrols in areas with no permanent army or police presence. Such patrols are useful in conflict-affected and humanitarian settings and in more stable settings, can also be (re)deployed on a periodic basis, for example in times of rising tension when violence against women can increase rapidly.
- **Establish coordination mechanisms between the police/ military and alternative/ informal security providers:** In many cases, especially where police capacity is weak or where security forces are perpetrating violence, informal security structures already exist (e.g. vigilantes, neighbourhood watch groups) to provide protection to community members. It is important that legitimate groups are recognized and encouraged to work to prevent violence against women and girls. Equally, coordination mechanisms and protocols should be set up between these groups and the local police or military to provide an effective response to incidents of violence. Coordination mechanisms may include:
 - Police-military collaboration to ensure that roles and responsibilities are clear.
 - Communities and civilian-based alarm, warning systems or hotlines to alert the police as rapidly as possible to incidents or potential risks (e.g. rebel groups in the area, increased harassment reported by women).
 - Joint police-civilian patrols or sharing of patrol responsibilities depending on the time of day or week, which can enhance community confidence. It may be particularly important for women police officers or local women to accompany such patrols to make them less intimidating.

(Adapted from: UNIFEM. 2010. [‘Addressing conflict-related sexual violence: An analytical inventory of peacekeeping practice’](#), UNIFEM. New York).

Example: “Sungu-Sungu” community watch (Tanzania)

In Dar es Salaam, community-based watch groups, ‘sungu-sungu’, create new employment opportunities for the inhabitants in the different neighbourhoods and strengthen the collaboration among different sectors of society (traders, youth, residents), under the guidance of the local authority (ward) and in collaboration with the police. Some residents and local businesses pay a small monthly fee to finance the local guards. Other groups of sungu-sungu are made up of residents themselves who dedicate some of their time to work within the group. Sungu-sungu groups promote community-based initiatives and collaboration to improve safety and to address the causes of crime to prevent violence in their communities ([Raising Voices website](#); [UN Habitat Safer Cities website](#)).

Mechanisms for community engagement, dialogue and outreach

Women’s groups and community-based organizations can provide important bridges between security personnel and local communities. Establishing mechanisms for consultation and collaboration with these groups can help improve the response of police to violence against women, with specific contributions of community organizations including:

- Providing the first response to survivors of violence (e.g. immediate social support, protection, shelter, basic medical assistance and trauma counselling), and subsequently assisting women to contact police or accompanying them to the local police station. These organizations may refer women and girls onto other support services or continue to actively support them through the process of seeking justice and redress – including through the provision of legal assistance. In cases where women leave their home and community, it is usually civil society organizations that support the reintegration of survivors back into their communities or new settings.
- Contributing critical local intelligence on criminal activity, the type and location of the security risks specifically affecting women and girls.
- Sharing information to communities on the role of uniformed personnel in preventing violence and supporting survivors, which is particularly important in situations where trust in the police is low following a period of conflict, neglect or abusive police action.
- Acting in a vital [oversight](#) role in holding the police to account for their performance in violence prevention and response, and ensuring any abuses perpetrated by security personnel are addressed. Often women’s organizations are well-networked and can help provide vital links between communities and advocacy groups at the regional and national levels.
- Strengthening police knowledge and capacity to address gender-based violence (for example, by facilitating the development of and/or conducting gender training for police and military personnel).
- Facilitating local ownership and community awareness of police initiatives and raising police awareness of the referral network and other opportunities for partnership with communities.
- Advocating and assisting with efforts to increase female representation and gender mainstreaming within security institutions.

Different approaches and specific mechanisms that can be established to improve engagement and dialogue between the police and community organizations and actors include ([Barnes and Albrecht, 2008](#)):

- **Establish local community security or violence against women committees**, which include representatives of different sectors of the community, including women's organizations, as well as the police – and have a specific mandate to reduce violence against women and girls. Such committees can serve as important fora to share information and views on how to improve community safety, for example by undertaking an assessment of security and safety within the community; raising awareness and providing training (e.g. police training informal security patrols in how to respond to incidents of violence); and local actors raising police awareness and knowledge of local customs.

Examples of local security committees and citizen security plans

In **Peru**, the parliament created a National Citizen Security System to promote local participatory crime prevention initiatives and make police more responsive to communities. This system relies on local-level institutions, with the establishment of Local Citizen Security Councils ([Consejos Distritales de Seguridad Ciudadana](#)). In the Councils, local police commanders work with authorities and community representatives on crime prevention. The Councils are bottom-up mechanisms to hold police accountable for their conduct and quality of service and offer an important opening for community participation in security issues. They are mandated to design a citizen security plan at the municipal level based on an assessment of local safety and security issues. The security plan is implemented by mobilizing local cooperation and resources. Councils are also in charge of evaluating the plan's impact and monitoring the performance of public employees implementing the plan, including police.

Similar bodies, such as Local Security Councils (*Consejos de Seguridad*) have been established in Chile, Colombia and Guatemala. In **Colombia**, members of the Local Council have included the local police and military chiefs, the mayor and academic and private sector representatives ([Barnes, K. and Albrecht, P., \(2008\), 'Civil Society Oversight of the Security Sector and Gender – Tool 9', Gender & Security Sector Reform Toolkit, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW](#)).

In **Haiti**, a DFID-funded UN Women programme has been working in 9 communities to promote women's involvement in community-level initiatives to address violence against women and to improve community security. In each community, the programme has supported women's organizations to establish local *comités de sécurité*. These committees include representatives from all sectors including local government, police, judiciary, education, health, the church, the voodoo community and women's organizations. Their role is to discuss women's security needs, raise awareness about violence against them and improve the responsiveness and accountability of local service providers (including police) as part of a community-level referral network. Initial results suggest that these committees play an important role in increasing confidence in the police with respect to incidences of violence (Spraos, H. 2011; McLean Hilker, L. 2009).

Vanuatu Women's Centre has established Committees Against Violence against Women, which play a pivotal role in promoting community awareness and advocacy to address the issue, and supporting women in rural areas. The committees comprise prominent men and women from the community—in some cases elders, chiefs and rural practice nurses and also coordinate with the police and judiciary. The committees receive training from the Vanuatu Women's Centre in legal literacy and basic counselling skills. There is evidence that the committees are increasing community awareness of violence against women, with an increase in media reporting on the issue and more cases of gender-based crimes being taken to traditional and formal courts for prosecution ([AusAid \(2008\)](#); [AusAid website](#); [AusAid \(2009\) Vanuatu Country Report](#)).

- **Establish Community Police Forums:** Community police forums or boards are formal coordination structures which attempt to build bottom up accountability and allow community members – especially women and girls – to monitor police responses, provide feedback and propose changes. The boards can help to improve police-civilian relationships, encourage reporting, as well as serve as a formal recourse mechanism for individuals and communities to register complaints and concerns. Although there is only limited experience integrating a mandate on violence against women and girls into these fora, emerging lessons include:
 - The representation of women in any oversight mechanism is essential, especially women’s advocates and representatives of organizations supporting survivors.
 - Capacity development of board members and civil society organizations to provide effective police oversight must include guidance for conducting oversight on violence against women.
 - Joint police and civilian oversight body training can increase collaboration and mutual respect and is an essential part of establishing clear procedures for incident reporting and response.

Examples of Community Police Forums

Bangladesh: Community Police Fora emerged out of a situation of increasing violence in Bangladesh, where trust between communities and police was weak. The Fora have a leadership role facilitating activities that are jointly identified by community members and police, and have gradually evolved as independent mechanisms that can sustain their operations with minimal external support. A Forum includes 20 - 25 members, whose activities are led by a sub-district level elected representative, or by the district superintendent of police. Other members include police officers, *Ansars* (government-funded security officers of lower rank than police), and representatives of a facilitating NGO, with school principals and teachers, business persons, religious leaders, representatives of women’s organizations, farmers, and other community members. Each Forum meets at least once per month and more frequently if urgent issues arise. Meetings focus on the present public security environment, particular issues or opportunities to which the Forum can respond, review of its activities, and plans for new programme initiatives. Several Fora have established sub-committees for different security issues which offer the potential to address community concerns related to violence against women (Asia Foundation, 2009).

Sri Lanka: Following a 2009 survey conducted in Kandy District which showed that the Sinhalese, Tamil, and Muslim communities were interested in working with the police on common issues of concern, the Inspector General of Police indicated the need for the police force to become a more professional and “people-friendly” service, and noted interest in scaling up community policing country-wide to establish an ethos of public service and accountability toward community members, regardless of gender or ethnicity. The police service has since joined citizens at community-led forums to better understand crime incidents and conflict issues. For example, in Gampola, most cases discussed at a forum surrounded domestic violence, land disputes, alcoholism, physical assault, and property damage. Given that both women and men felt comfortable to discuss the frequent – but highly taboo – cases of alcoholism and domestic violence, it was clear that the community found the forum to be a safe place to voice their opinions. Some people voiced concerns over the widespread illegal brewing and marketing of alcohol in homes, which was attributed to contributing to numerous incidents of domestic violence. After listening to these concerns, the Gampola police identified illegal brewing as a policing priority that could be included in future public awareness campaigns against alcoholism. Community representatives confirmed that the monthly forum was very helpful for discussing issues of domestic violence, while agreeing that the problems did not have easy solutions ([Levy, 2010](#)).

South Africa: The local government and the South African Police Force participate in and collaborate with Community Police Forums to set joint priorities and objectives on crime prevention. The Forums involve civil society organizations in formulating local policing priorities and crime prevention initiatives, using community security plans, which identify:

- programmes, projects or actions that the Community Police Forum will implement;
- where the Forum will get funds for the projects; and
- how the project will promote the aims of the Forum.

The community security plan is based on a community safety audit that helps to:

- focus on the most serious problems when there are limited resources;
- give people facts when they disagree about the most serious problems; and
- coordinate the work of different organizations to prevent duplication.

A community safety audit is carried out through a five step process to identify:

- *The crime problems in the community* (e.g. domestic violence).
- *Which organizations are doing what:* Some organizations may already have crime prevention projects, and there may already be activities to prevent domestic violence and support those affected directly and indirectly.
- *The physical and social characteristics of the area:* To understand the causes of crime in a community, the physical and social characteristics of the area must be known. For example: women are more at risk of domestic violence and sexual assault; young men are more at risk of other violent crime and also most likely to commit crime.
- *The problems which are most pertinent to women,* which can be a result of actual violations or a perceived threat (e.g. if violence is perpetrated against one woman in a public area, a majority of women in that area will perceive insecurity).
- *Details of the most important safety issues* that women and girls face in their community, which will vary given each area's social, economic, legal, cultural and political context.

(Adapted from [Barnes, K. and Albrecht, P., \(2008\), 'Civil Society Oversight of the Security Sector and Gender – Tool 9', Gender & Security Sector Reform Toolkit](#), Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW)

- See Additional guidance on [safety audits](#) in the Safe Cities module.

Promising Practice: Local guards develop protocol for responding to violence against women (Rosario, Argentina)

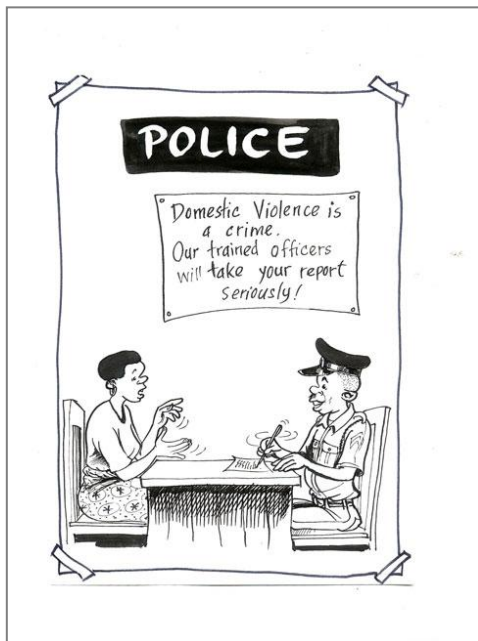
The Municipal Urban Guard ([*Guarda Urbana Municipal*](#)) in Rosario (Argentina) is an unarmed community police force established in 2004 comprising young men and women which collaborates with community members and local authorities to promote safety in public spaces such as parks, streets and recreation areas. In 2008, the Guard, local authorities, women's and social affairs representatives and survivor support groups jointly developed a [protocol for responding to women survivors of violence](#), based on the lessons of local police and authorities from Fuenlabrada, Spain, who had developed a similar community protocol. Read the full [case study](#) on the Municipal Urban Guard's experience.

- ***Manual de Capacitación para la Guardia Urbana Municipal (Training Manual for the Municipal Urban Guard)*** (CISCSA - Women and Habitat Network, 2008). This resource on community policing from Argentina is the result of several trainings for local police on violence against women in cities. It comprises four modules: 1) Urban Violence and Violence against Women; 2) Deconstructing Myths and Beliefs regarding Violence against Women in the City; 3) International Conventions, National and Provincial Laws; and 4) Recommendations and Necessary Actions; and is accompanied by a glossary of terms and an appendix of institutional and social resources for responding to violence against women in Rosario. In addition to the theoretical guidance, each module contains practical exercises for reflection and analysis to be used to evaluate the training. Available in [Spanish](#).

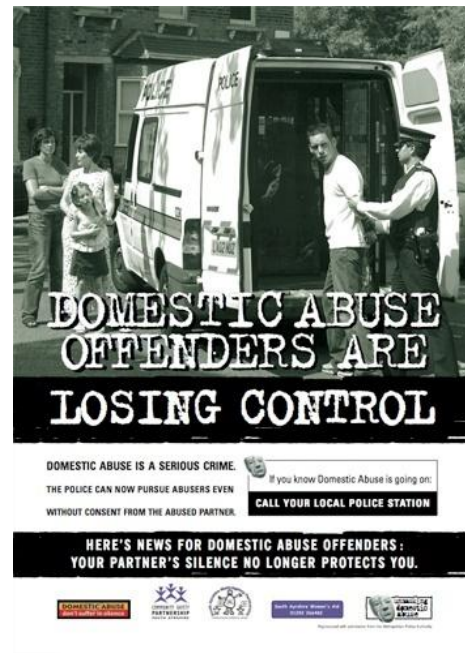
- **Institute regular meetings between community leaders – elected and traditional – and the police:** In many contexts, survivors of violence and families may be encouraged or have a tendency to first approach traditional or elected community leaders to mediate or intervene in cases of domestic and sexual violence. Police engagement with traditional leaders is essential to promote the human rights of women and girls in these processes and to ensure survivors have the opportunity to report cases to the police and receive other appropriate referrals in accordance with the law.
- **Conduct outreach and communications activities with communities, especially men and boys:** Both the police and local organizations can conduct important outreach activities with communities, especially men and boys, to raise awareness of human rights and gender equality issues and promote discussions on gender-based violence prevention and response. These activities can increase trust in the police, and should also ensure that community members and organizations are aware of the responsibilities of security personnel with respect to the issue. Key priorities for communications and awareness-raising by the police include:
 - Awareness-raising activities on the relevant laws and policies in place;
 - Local campaigns with civil society actors on different forms of violence (e.g. domestic violence, trafficking, sexual assault/ rape, sexual harassment in public spaces);
 - Information on the reason and process for reporting incidents of violence to the police (why, where and how) and on the operation of the local referral pathway;
 - Specific school activities on violence prevention in collaboration with the ministry of education;

- Translation of all police and military protocols and procedures into relevant languages and posting at all police stations in prominent places, accompanied by a communication and training plan;
- Posting procedures that relate to interactions with the community in places with high visibility and levels of police-public interactions (parks, plazas, markets, etc) and accompanied by a public information campaign.

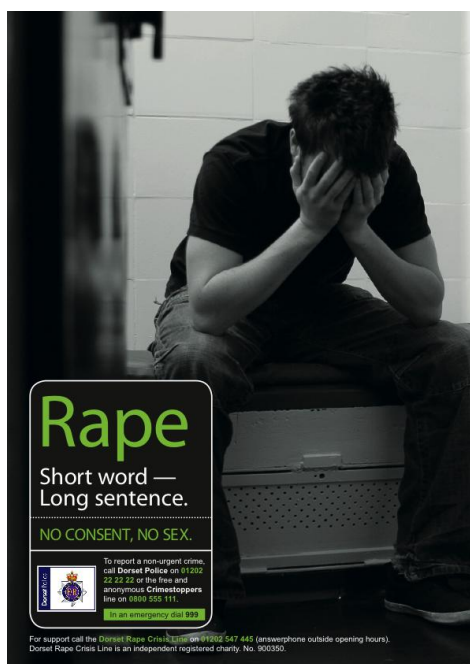
Examples of awareness-raising materials about the role of the police



Source: Raising Voices. [Preventing Violence against Women Communication Materials](#).



Source: [South Ayrshire Multi-Agency Partnership to prevent Violence against Women](#).



Source: Dorset Police. 2009. Party Season Rape Awareness [Posters](#) – Gwent, Dorset, Greater Manchester (United Kingdom).

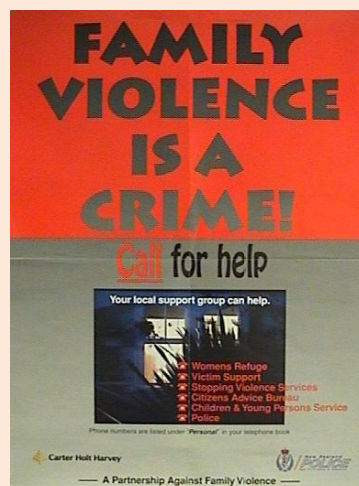
Promising Practice: New Zealand Police Family Violence Campaign

From 1993-1995, the New Zealand Police, working with the firm Communicado, conducted a public awareness campaign to change attitudes in the wider community and emphasize that family violence is not just a 'domestic' issue, but is a crime that needs a response, including a call for help. An additional aim of the campaign was to change the internal police culture that traditionally minimized the seriousness of family violence calls, rather than police placing responsibility on the offender and taking steps to ensure that women and children were safe from perpetrators. The campaign targeted four groups: women experiencing violence, offenders/ potential offenders, witnesses to domestic violence; and the police, with an aim to:

- Encourage reporting or help-seeking by women and children experiencing violence- and by others witnessing abuse.
- Deter offenders and potential offenders from engaging in or continuing abusive behaviour, and encourage them to enroll in men's behaviour change groups.
- Improve police enforcement of the laws related to domestic violence.

In addition to the central campaign message "family violence is a crime – call for help," specific messages were developed for key groups, such as the police (family violence situations at home can result in serious outcomes that would be treated very seriously in any other context- such as murder). The approaches used by campaign included:

- *Mass media*: 3 documentaries on primetime national television; 2 television commercials series (14 ads total); 2 music videos; print advertisements; posters; signs at sporting venues and on buses.
- *Community interventions* that engaged both police and non-governmental agencies, including in the establishment of the toll-free helpline (0800) in conjunction with the airing of the documentaries.
- *Capacity development and institutional efforts* to challenge police force attitudes on the issue, including briefings, internal publications, policy changes (e.g. authorizing police to make arrests without needing women to press charges) and training.



An evaluation of the campaign revealed key areas of change:

- There was a very high level of awareness of the campaign (92% by late 1995), and two-thirds who recalled the campaign said it influenced their attitudes on family violence.
- Thousands of calls were made to the helpline, mostly from survivors, but also including witnesses (28% from the helpline set-up after the first documentary). Approximately half of callers reported it was their first disclosure of the violence.
- Women's services reported a significant increase in women's help-seeking.
- There was a 44% increase in police records of men's assaults on women from 1993 to 1994, with the number of offences dropping slightly in both 1995 and 1996.
- Prosecutions for family violence more than doubled from before to after the campaign.
- There was a 50% increase in self-referrals from men seeking help on family violence problems, and referrals from judges in the courts doubled. Men comprised 27% of callers to the helpline after the 2nd documentary.
- In the 6 years prior to the campaign, an average of 14 women were murdered a year by male partners. This dropped to 10 in the first year, 9 in the second, and 7 by 1996.

The initiative is a unique example of a comprehensive police-driven campaign and received several national and regional awards, with its media materials adapted for subsequent campaigns in Australia.

Adapted from: Donovan & Vlasis 2005. "[VicHealth Review of Communication Components of Social Marketing/Public Education Campaigns Focusing on Violence against Women.](#)" VicHealth. Melbourne.

Key Tools

- ***Introductory Handbook on Policing Urban Space*** (Arias, Enrique D. for the United Nations Office on Drugs and Crime (UNODC) and the United Nations Human Settlements Programme (UN-Habitat), 2011). This handbook is for law enforcement personnel, municipal planners, policy-makers and advocates engaged in security issues within urban spaces. The guide provides a background on concepts of democratic policing, and guidelines on good practices based on the context in low and middle-income countries, with illustrative examples from sub-Saharan Africa, South Asia, Latin America and the Caribbean and North America. Although not focused on violence against women, the engagement of women and women's security is featured throughout. Available in [English](#).
- ***Trafficking in Human Beings: Identification of Potential and Presumed Victims A Community Policing Approach*** (OSCE, 2011). This guidebook for law enforcement personnel aims to: provide clear guidance on identification of potential and presumed victims of trafficking; serve as a basis for multiagency cooperation among police, non-governmental organizations and other institutions in identifying potential survivors based on agreed indicators; provide police management with guidance on how community policing tools can be used to help identify both victims and people at-risk of trafficking (in order to both prevent the crime and refer survivors to appropriate services); provide front-line police officers with practical information on how to use community policing tools; and serve as a resource for developing training manuals for various national contexts. Available in [English](#).
- ***Problem-Oriented Guides for Police: Problem-Specific Guides Series Guide No. 45: Domestic Violence*** (Rana Sampson for the Office of Community Oriented Policing Services, U.S. Department of Justice, 2007). This guide is written for police to improve their responses to domestic violence and measure their effectiveness. The guide provides an overview of domestic violence, its impact, associated factors and myths; offers guidance for analyzing the local domestic violence; and reviews 14 different types of police responses to domestic violence and measuring effectiveness. Available in [English](#).
- ***Sexual Assault of Women by Strangers*** (Kelly Dedel for the Office of Community Oriented Policing Services, U.S. Department of Justice, 2011). This guide is written for police to improve their responses to sexual violence. The guide lists a series of questions to help police analyze the local sexual assault problem and reviews responses to the problem and what is known about them from evaluative research and police practice. Available in [English](#).
- ***Office of Community Oriented Policing Services*** (U.S. Department of Justice). This website provides various resources to law enforcement personnel, leaders and practitioners working with them. The site includes background information on community policing, manuals, case studies and other tools for implementing community policing initiatives, based on the experience of law enforcement personnel in the United States, with various publications dedicated to violence against women. Available in [English](#).

- **Community Policing Tools** (International Association of Chiefs of Police). A central mission of COPS is making the best and most practical information available to the law enforcement community. That community includes not only sheriffs and police officers, but also government leaders, first responders, scholars, students, and citizens who want to learn about the best ways to create safer communities. Community Policing Topics offers useful knowledge on critical subjects, such as working with new immigrants and the role of law enforcement in fighting terrorism. It also links you to other web sites, both governmental and private, with articles, courses and online resources in practical community policing. Available in [English](#).
- **Community Policing to Reduce and Prevent Violence Against Women: Training Curriculum and Resource Guide** (Police Executive Research Forum). This curriculum and resource guide, based on the context in the United States, is for advocates, police, social-service providers, and other violence against women professionals and practitioners. It comprises 8 sections that cover an introduction to the training; myths and stereotypes related to violence against women, including domestic violence, stalking, and sexual assault; building a community vision; leadership; partnership; problem-solving; designing responses and action planning; and related resources. Each section includes exercises with detailed facilitation notes and templates for planning and response actions. Available in [English](#).
- **Bridging Domestic Violence Intervention and Community Policing: Partnership and Problem-Solving Tools** (Sadusky, 2004). This resource for community advocates and law enforcement personnel and managers, presents illustrative case studies of pilot interventions between domestic violence advocates and law enforcement personnel in four communities across the United States. The tool presents the different approaches and tools developed through the partnership and can be used to inform the design of similar partnerships in various settings. Available in [English](#).
- **Community Police Forum Toolkit** (Department of Community Safety, South African Police Service, Western Cape Community Police Board, 2003). This toolkit explains community policing and Community Police Forums, and provides guidance in setting up and running a Community Police Forum. Available in [English](#)
- **Bringing Victims into Community Policing** (The National Center for Victims of Crime and the Police Foundation, 2002). This guide provides an overview of steps that police can take as first responders to incidents of domestic violence to engage and support survivors appropriately. The guide comprises three sections that address domestic violence, burglary and automobile theft and includes sample case studies and incident forms for each, based on the context in the United States. Available in [English](#); 105 pages.
- **Safety and Accountability Audits** (Praxis International). This online resource features various checklists and problem-solving tools for interdisciplinary groups and domestic violence advocacy organizations to further their common goals of enhancing safety and ensuring accountability when intervening in cases involving intimate partner violence. The audit tools, based on the context in the United States, can help multisectoral teams to identify problems within the structure of case processing and management, including in police responses to incidents of violence. Available in [English](#).

Develop mechanisms to ensure compliance and accountability

To improve the performance of the police and armed forces in providing appropriate responses to survivors, accountability is needed at both the level of the individual officer or employee and specific units of teams. In addition to the [disciplinary systems](#) that respond to reports of sexual exploitation and abuse, security institutions should:

- **Set performance standards to monitor the police handling of cases.** These standards are often more specific than [codes of conduct](#) and establish benchmarks and targets for the police in a number of areas including compliance of practices with existing legislation; implementation of all relevant protocols (e.g. response time and approach following a report of violence, interviewing, case management; incorporating feedback from survivors; etc).
- **Implement monitoring processes to measure progress in meeting performance targets.** Quarterly, six-month or annual reports summarizing incidents and status of gender-based violence cases reported to individual stations or nationwide, and community satisfaction surveys on police responses to survivors (e.g. the Australasian Centre for Police Research National Survey of Community Satisfaction with Police reports on [Police-initiated Contacts](#) and [Self-initiated Contacts](#)), are among the monitoring processes that can be used to track progress of individual units or the police institution as a whole in meeting performance standards and targets. This may also use database-generated statistics, such as the crime comparison statistics programme [CompStat](#), which was initially developed in New York City (United States) in 1994 and has expanding considerably to track incidents (including rape), and can be used to facilitate police planning and performance analysis with appropriate management and oversight ([Willis, et al](#), 2003).
- **Ensure that individual job descriptions include accountability for upholding the rights of women and girls, with specific references to violence.** Job descriptions should (*adapted from Denham 2008*)
 - Explicitly include the duties that police/military officers are expected to perform in addressing violence against women and girls, which will depend on the laws and policies in each country and may include: the immediate response to a call for assistance and provision of security; [receiving and interviewing survivors](#); proper documentation and [collection of evidence](#) for case investigation; provision of referrals to legal assistance and medical treatment and ongoing support survivors (e.g. to enforce [orders of protection](#), other case follow-up); and conducting [community outreach](#).
 - Describe and emphasize [community policing](#) activities related to violence against women, along with traditional law enforcement duties.
 - Emphasize the following knowledge, skills and attributes:
 - The ability to communicate with diverse community members such as elders, religious leaders, and women's groups;
 - Knowledge of and value for cultural diversity;
 - The ability to de-escalate domestic violence and other violent situations and ensure immediate safety for women and girls in such cases;
 - The ability to organize and work cooperatively with community groups and develop joint responses on the issue;
 - Zero tolerance for domestic violence, sexual harassment/exploitation/assault, trafficking, forced marriage, etc.; and
 - The ability to work cooperatively with other government and social service agencies responsible for addressing the issue.

- Be developed with input from the community and non-governmental groups working on gender-based violence and reviewed by a legal expert to review the job description to ensure that it reflects equality under the law (e.g. with regard to gender equality, personal security, discrimination).

Promising Practice: Philippine National Police Performance Standards

In 2008, the [National Commission on the Role of Filipino Women](#), in collaboration with the Philippine National Police (PNP) – Directorate for Investigation and Detective Management's Women and Children's Concern Division and the alternative law group [Sentro ng Alternatibong Lingap Panligal](#) (SALIGAN) developed a set of performance standards and an assessment tool to monitor and measure police compliance with policies addressing violence against women in the Philippines. The project was supported by the United Nations Population Fund (UNFPA) as part of a broader initiative developed with the [National Commission](#) and the [Departments of Interior and Local Government](#), which developed a set of performance standards and assessment tools related to five areas of service (police, health, local government, psychosocial services, and legal assistance/prosecution) for advocates, policy-makers and programme managers to monitor and evaluate local government compliance. The Performance Standards outline specific benchmarks around 7 key areas:

1. **Policies**
 2. **Physical Facilities** (unit/station, Women's Crisis and Child Protection Center)
 3. **Personnel** (number; training; attitudes, habits and ethics of work)
 4. **Services** (receiving complaints and calls for assistance; rescue operations; arrest and apprehension of perpetrators in violence against women and children and trafficking cases; conduct of interview and investigation; conduct of forensic interview and medico-legal examination; enforcement of protection order; referral system; confidentiality of police blotter, records and reports);
 5. **Monitoring, Evaluation and Research**
 6. **Information and Advocacy**
 7. **Resources**
- See the [detailed standards for the police](#) and for [other sectors](#).
 - The Standards are accompanied by an [assessment tool](#) to facilitate baseline and subsequent monitoring of progress across the sector.

Source: Philippine National Police. 2008. '[Performance Standards and Assessment Tools for Police Services Addressing Cases of Violence against Women](#)'. NCRFW. Manila.

'Performance Standards and Assessment Tools for Police Services Addressing Cases Violence against Women' (Philippines)

Policy Related

- Philippine National Police (PNP) policies and procedures comply with international standards of women's human rights as well as domestic laws on VAW.
- There is an anti-trafficking section under the Women and Children Protection Desk (WCPD).
- There are regular issuances relevant to the improvement of law enforcement responses to VAW cases and the development of the PNP as a gender-sensitive law enforcement institution.
- There is an existing mandate to ensure confidentiality of cases and anonymity of clients in records and reports, and in providing disciplinary sanctions in case of violation.
- There is an existing mandate to give priority to the recruitment of women in the PNP and their assignment as WCPD personnel.
- There is a separate women and children's desk in every police station.
- All trafficked persons are treated as victims and not as criminals.
- All regional offices have a directory of government agencies, non-government organizations and institutions providing services to VAW victims.

Physical Facilities

The unit/station

- has a separate room for the WCPD as provided for by law.
- has a computer and a direct telephone line.
- maintains confidential filing and record keeping storage facility.
- has a play area for children.

The Women's Crisis and Child Protection Center

- is located near the emergency room and has its own entrance.
- has a separate room for interviews with victims/survivors.
- has a separate room for medico-legal examination.
- has a play area for children.
- has a comfortable reception area.
- has non-traumatizing medical examination equipment for diagnosis and evidence collection such as: a colposcope, and a video camera.
- maintains confidential filing, record keeping storage facility.

Personnel

Number

- The WCPCC has at least three female doctors.
- The WCPD chief and personnel are all women.
- VAWC cases are handled by an all-female team of investigators (at least four female investigators per station).

Training

- Police officers handling VAWC and trafficking cases are equipped with the necessary training, including but not limited to the following: gender analysis of the nature, extent and causes of VAWC and trafficking (min. 30 hours); power dynamics; gender sensitivity training; analysis of the different forms of VAW.
- Gender-responsive approaches to crisis intervention (minimum of 30 hours): crisis theory in the context of VAWC and trafficking; crisis intervention methods in the context of VAWC and trafficking; networking; qualities of a gender-sensitive service provider; principles of communication

- Medical and legal literacy related to VAW and trafficking (min. of 30 hours): laws and procedures on women and children; procedures; and basic medico-legal information
- Self-care (minimum of 15 hours) (Stress and stress management techniques)
- Philippine criminal laws on women and children, namely RA 9262, RA 9208, RA7877, RA 8353, RA 8505, RA 7610, RA 9231 (minimum of 30 hours)
- Philippine procedural laws (minimum of 5 hours)
- International Human Rights Convention on the Protection of Women and Children (min.5 hours)
- Evidence collection and preservation, and investigation of VAW cases (min. of 10 hours)

Attitudes, habits and ethics of work

- Police officers/investigators handling VAWC and trafficking cases possess the following attitudes, ethics and habits of work: accepting and non-judgmental; sensitive and sincere; patient and understanding; empathetic; firmly committed to ending violence against women and children/advocating for change; mindful about observing and safeguarding confidentiality; and equipped with self-awareness and self-caring.

Others

- The unit/station has regular stress management activities.
- It has revised administrative disciplinary measures for police personnel administratively and criminally charged for acts of VAW.
- It has appropriate incentives for police personnel handling VAWC and trafficking cases, such as: hazard pay, and travel allowance.
- Guidelines on the comprehensive, gender-sensitive and child friendly investigation and handling of VAWC and trafficking cases have been integrated into the Programs of Instructions (POIs) of the Philippine National Police Academy (PNPA), Philippine Public Safety College (PPSC) and other training schools managed by the PNP.

Services

Receiving of complaints and calls for assistance

- The WCPD is open 24 hours and is ready to receive complaints and calls for assistance anytime.
- Female police officers are available to receive complaints and calls for assistance in VAW cases.
- Victims with injuries are immediately attended to with first aid or rushed to the nearest emergency room.
- VAWC and trafficking cases are given high priority.
- The unit/station has an ambulance or any vehicle to be dispatched within 15 minutes in cases where the victim is in danger or needs emergency medical attention.
- The officer on duty assures the victim that immediate assistance will be given, and sees to it that this is done.
- The initial interview and referrals for VAW clients are made within 24 hours from intake.

Rescue operations

- Responding officers are on the scene within 30 minutes of the time the call for assistance was made.
- A female police officer is present during the rescue operations.
- A female social worker is present during rescue operations and during the interview by the police officers.
- Victims are assured that their safety is the utmost concern of the responding officers upon the latter's arrival and entry into the scene.
- Questions are asked in a matter-of-fact tone of voice, calm and direct, yet supportive and patient.
- Once the presence of children is ascertained, their immediate needs are assessed and responded to.

- Responding officers make sure that the victim is immediately taken to a certified place of safety after the raid. The victim should never be kept overnight in the police station. In localities where there is no certified place of safety, the victim may be brought to a relative.
- The victim is informed of her legal rights and the remedies available to her, especially the right to a protection order.
- The victim is informed of the services available to her from government agencies and NGOs.
- The victim is assisted to be in contact with her child or relatives.
- The face and other parts of the body that may reveal the identity of the rescued victim are not revealed to the media.
- The victim is referred for free physical and mental examination and professional counseling within 24 hours from rescue. In areas where transportation is difficult, referral may be done within 48 hours.

Rescue operations for VAW cases

- The victim is separated from the perpetrator after the rescue operation and at all times.
- Mother and child are not separated from each other unless this is in the best interest of the child.
- Responding police officers do not attempt to reconcile the parties.
- Responding officers do not leave the scene until the situation is under control and the likelihood of further violence is eliminated.
- Responding officers help the victim to recover her personal belongings and important documents.
- The police officers' names and telephone number for follow-up are provided to the victim.

Arrest and apprehension of perpetrators

Arrest and apprehension of perpetrators in VAWC cases

- The police officer arrests the perpetrator provided at least one circumstance for making a warrantless arrest is present. This is done:
 - despite the victim's opposition to the arrest.
 - whether or not the parties are married.
 - despite the victim's statement that she will not cooperate with criminal prosecution.
 - despite verbal assurance that the violence will stop.
 - despite the claim by the perpetrator that the victim provoked or perpetuated the violence.
 - despite the fact that the incident occurred in a private place.
- In cases where the perpetrator is not arrested, the reasons are explained to the victim.
- Upon the release of the perpetrator from custody, the victim is notified of his release and the conditions attached to his release.

Arrest and apprehension of perpetrators in trafficking cases: The police arrest not only the suspected pimps, owners and employees of the establishment but also the customers.

Conduct of interview and investigation

- The initial interview and in-depth investigation are conducted in a separate room with only authorized persons allowed inside.
- The interview and investigation are conducted by a female police officer.
- In cases where the victim is a child, the police officer shall conduct the interview as provided for under the rule on the examination of a child witness and in the presence of a social worker. Area of cooperation: social services unit of the local government unit

- An initial interview is conducted before the in-depth investigation.
- Attempts to make the victim feel comfortable are made, such as offering food and asking if she needs anything.
- Questions are asked in a matter-of-fact tone of voice, in a direct yet calm and supportive manner, and with utmost patience.
- Care is taken to avoid suggesting that the victim is to be blamed for the incident.
- The police officer does not make any insensitive nor humiliating remarks whether seriously or jokingly that could make embarrass the victim or make her feel uncomfortable. (Disciplinary sanction is imposed on a police officer for using gender-insensitive or humiliating language.)
- The victim is told about her the legal rights and the remedies available to her, especially the right to protection order.
- The victim is told about the services available to her from government agencies and NGOs.
- In cases of sexual abuse or when emergency medical attention is needed, the interview is conducted after the victim is treated.
- Investigators are provided with a rape kit.

Conduct of forensic interview and medico-legal examination

- The medico-legal examination of women and children victims is conducted in the WCCPC.
- The forensic interview and medico-legal examination are conducted by a female police officer.
- The victim undergoes only one medico-legal examination.
- The interview and examination are conducted in a private room with only the authorized persons allowed inside.
- Effort is made to make the victim comfortable, such as offering her food.
- The victim signs the consent form for medico-legal examination and related services.
- Before conducting the medico-legal examination, the examiner informs the victim of its importance and asks whether she is comfortable and at ease.
- A rape kit is included in the crime scene kit of every investigator.

Enforcement of protection order

- The enforcement of a protection order is treated in the same manner as the enforcement of a warrant of arrest.
- Priority response is given within one hour after the request for enforcement of the protection order is made.
- The police officer assists the victim in obtaining her personal belongings.
- The police officer does not leave until after the perpetrator has packed his belongings and vacated the premises.
- Disciplinary sanction awaits a police officer who refuses to enforce a protection order.
- Weekly monitoring, through telephone calls or house visits, is done to ensure compliance with the protection order. A mobile patrol is made available to women doing house visits and attending court hearings.
- Copies of the enforced protection orders are kept in a separate record file.

Referral system

- Close collaboration with barangay officials, government and non-government organizations, church and civic organizations in preventing VAW is observed.
- Meetings with barangay officials, residents and organizations are conducted at least twice/ year
- A directory of national and local government agencies and NGOS providing services to VAW victims is kept up-to-date and disseminated to the public especially to victims/survivors.
- Community-based services for victims are identified and linkages are established.

The unit/station:

- The station coordinates regularly with other government agencies and NGOs on the enhancement of programs and services for the protection of women and their children from various forms of violence.
- It has a standard referral form or request for assistance from other government agencies.
- It holds regular (at least twice a year) coordination meetings with key government agencies to discuss possible improvement of linkages.
- The police investigator and medico-legal examiner coordinate and discuss with the public prosecutor the results of the investigation and medico-legal examination before giving oral testimony.
- There is at least one social worker assigned to the WCPD.

Confidentiality of police blotter, records and reports

- The station maintains a separate logbook for VAW incidents.
- Complaints on VAW are not recorded in the general police blotter.
- Records of VAW clients are kept separately from other case files and put in a secure place.
- Only WCPD personnel have access to the VAW logbook.
- Only the handling officer/investigator has access to individual records of VAW clients.
- National Crime Information Service files on VAW incidents are indicated as confidential and kept separately from other cases.
- Spot and progress reports on all VAW incidents are indicated as confidential and kept separately from other cases.
- Medico-legal examination results and other pieces of evidence are packaged and labeled as confidential and stored in a designated evidence room.

Monitoring, Evaluation and Research

- The unit/station has a database on VAWC and trafficking cases.
- It has an integrated and coordinated data system for a “nationwide WCPD computer network”.
- It has a mechanism for getting feedback from clients and other partners.
- It makes use of a multi-disciplinary system of management, assessment and monitoring of cases.
- It conducts regular monitoring of cases pending in the courts.
- It conducts regular monitoring of established mechanisms to determine compliance of police personnel with laws on women and children and their commitment to the implementation of these laws.

Information and Advocacy

- The unit/station has a compendium of all laws on women and children, including protocols.
- It regularly disseminates information to the community and schools on the services of the WCPD.
- It has a community-based crime prevention program that deals with the following issues: Domestic violence; Abuse of women in intimate relationships; Trafficking; and Child abuse and juvenile delinquency

Resources

- The unit/station has adequate funds for its programs and operations.
- A GAD budget is allotted to fund gender-responsive programs and operations of the unit/station.
- The unit/station has strong linkages with civic organizations and other NGOs.

Philippine National Police. 2008. '[*Performance Standards and Assessment Tools for Police Services Addressing Cases of Violence against Women*](#)'. NCRFW.

Key Tools

- ***‘Performance Standards and Assessment Tools for Police Services Addressing Cases of Violence against Women’*** (Philippine National Police and National Commission on the Role of Filipino Women, 2008). This document sets out Performance Standards and Assessment tool for the police services in the investigation and handling of VAW. The standards are benchmarked against a Self-Assessment Tool to guide compliance with the standards as well generate data for monitoring and evaluation purposes. The data generated is also a tool for prioritization and planning particularly in the use of the gender and development budget. Available in [English](#).
- ***A User’s Guide to Measuring Gender-Sensitive Basic Service Delivery*** (Corner, L. and Repucci, S. for UNDP/UNIFEM, 2009). This guide is for programme implementers and practitioners across sectors. Including security personnel and policy-makers. The guide presents an overview of the current knowledge and information available on gender-sensitive service delivery, with illustrative country examples to highlight challenges in measurement; recommendations for selecting indicators of service delivery and an assessment of existing service delivery measures from a gender perspective. Indicators of security-related indicators from the existing tools are also highlighted. Available in [English](#).

D. Establish governance and oversight mechanisms

- General Considerations
- Internal governance and control
- Strong executive control
- Legislative / parliamentary oversight
- Oversight by independent bodies
- Civil society oversight

General Considerations

- Effective governance and civilian oversight of the security sector are essential mechanisms for improving the accountability of police and other security actors and institutions to ensure that they fulfill their legally-mandated roles and responsibilities to uphold the rights of women and girls to live free of violence. A range of governance and oversight mechanisms are needed at different levels (community, national, regional, international) and through different bodies (internal, executive, parliamentary, independent, civil society) to provide checks and balances to prevent abuses of power and to ensure that security institutions implement their mandate in this area efficiently and effectively (UN Secretary General, 2008).
- Oversight should be independent and comprise supervision, inspection, responsibility and control (OECD, 2009). Key governance and oversight mechanisms and responsible bodies for ensuring accountability include:
 - [Internal governance and control](#) (involving military police, disciplinary committees, behaviour/conduct units, human resources, military tribunals)
 - [Executive control](#) (involving head of state, ministries of defense and interior, national security advisory and co-ordinating bodies)
 - [Legislative/ Parliamentary oversight](#) (involving Parliamentarians and oversight bodies)
 - [Judicial review](#) (involving civilian, criminal, administrative and civil courts and tribunals, military courts and tribunals)
 - [Oversight by independent bodies](#) (involving ombudspersons' office, national human rights institutions, audit office, public complaints commissions)
 - [Civil society oversight](#) (involving think tanks, non-governmental/ civil society organizations, women's groups, media)

Key Tools

- **'National Security Policy-Making and Gender – Tool 8', Gender & Security Sector Reform Toolkit'** (Albrecht, P. and Barnes, K. Eds. Bastick and Valasek, 2008). This resource is for staff responsible for drafting, implementing and evaluating security policies. The tool may also be useful to parliamentarians, ministerial staff, civil society, government, international and regional organizations, and donors supporting security policy-development. The tool provides an introduction to the benefits and opportunities of integrating gender issues into national-level security policy making. Available in [Arabic](#); [English](#); [French](#); and [Indonesian](#).
- **'Defense Reform and Gender – Tool 3', Gender & Security Sector Reform Toolkit'** (Hendricks, C., L. Hutton, eds. Bastick and Valasek, 2008). This tool is for security sector reform practitioners and policymakers. It aims to introduce political and implementation actors to the need for a gender perspective in the conduct of reform activities. It addresses both the technical aspects of defense reform (e.g. conducting a defense review and recruitment policies), as well as political-level activities, such as civilian oversight of the sector. Available in [Arabic](#); [English](#); [French](#) and [Indonesian](#).

Internal governance and control

- Robust internal governance and control mechanisms within security institutions are central to the overall effectiveness of sector oversight and critical for ending abuses by soldiers and police officers – for example through sexual harassment and assault, complicity in forced sex work and human trafficking, and discrimination on the basis of sex and sexual orientation. Internal oversight can reduce the perpetration of violence by individual police, military officers or groups of uniformed personnel, and address the discriminatory institutional norms that perpetuate these practices. This can also address the culture of impunity which often results in widespread distrust of the police and other security actors, and makes women and other community members reluctant to report abuses against them.
- Internal oversight should work in tandem with external mechanisms (e.g. [parliamentary oversight](#); [civil society oversight](#)), and be supported by [political will](#), [human and financial resources](#) to address the issue comprehensively.
- Mechanisms to improve internal accountability of security personnel can be advanced through external advocacy, and should include several components.
 - *Supervision and proactive monitoring.* Senior staff and/or dedicated gender units/staff can be tasked with the responsibility to proactively monitor individual personnel and institutional actions to prevent and respond to cases of violence. These coordinators or focal points should also have a clear mandate and link to higher oversight bodies to facilitate reporting of perpetration of violence by security personnel, which may be supported by:
 - Setting up systems to monitor case management and examine whether implementation of [protocols and procedures](#) (e.g. investigation protocols, codes of conduct, interviewing procedures, data management) has been followed.
 - Conducting periodic inspections of police stations or specialist women's police units to assess the facility, supplies and quality of service provided.
 - Conducting regular performance reviews of personnel to assess their actions and achievements over the previous period and adjusting their future responsibilities and assignments accordingly.
 - Implementing background checks on potential or new recruits to ensure there is no history of violence against women or abuse of their rights.
 - Putting in place domestic violence or sexual violence coordinators either at the national (e.g. United Kingdom) or local police division level (e.g. Canada, Norway, United States, Georgia) who are tasked to coordinate and monitor police response.

Promising Practice: Domestic Violence Coordinators in Canada's police services

In Canada, policing standards state that every police service shall recruit supervisors to monitor, and ensure compliance with the police domestic violence procedures. They stipulate that every service should designate a domestic violence coordinator who will be responsible for:

- Monitoring the response to, and investigation of domestic violence incidents, including compliance with police procedures by supervisors, officers and other staff;
- Monitoring and evaluating follow-up to domestic violence cases;
- Liaising with the [Crown, Probation and Parole Services](#), the [Victim/Witness Assistance Service](#), [Victim Crisis and Referral Service](#), the local [Children's Aid Society](#), and other local services and community representatives responsible for responding to issues related to domestic violence occurrences;
- Informing the public and media about the police service's domestic violence occurrences procedures;
- Ensuring that statistical data are kept on incidents of domestic violence and provided to the Ministry in the format specified by the Ministry.

Source: [Ontario Ministry of the Solicitor General \(2000\), Policing Standards Manual - Domestic Violence Occurrences](#).

- *Information management system for violence against women:* The availability of accurate and up-to-date [data](#) on the incidence of violence against women as well as the numbers of cases reported, investigated and prosecuted is critical to monitoring the sector's response as well as the effectiveness of prevention efforts. In many contexts, national and local police forces may lack the human and technical resources necessary to collect and analyze data, which reinforces the importance of system-wide measures for standardizing case documentation alongside greater coordination and multisectoral cooperation.
- *Internal complaints mechanisms:* There need to be clear, confidential and responsive mechanisms through which security personnel can raise complaints or concerns against their superiors, juniors or peers with respect to alleged cases of misconduct, abuse or poor performance –in relation to another officer, suspects, witnesses or victims of crime. For example, many police and army units have specialist internal affairs department to file complaints and which conduct internal investigations into misconduct; others have established internal grievance or complaints procedures.

Example: Philippines National Police - Internal Grievance Procedures

The law which created the [Philippines National Police](#) also established an internal grievance mechanism through which Police members can lodge complaints and grievances against their colleagues or superiors. Ad hoc Grievance Committees (composed of a chairperson and two other officers) can be constituted at all levels of command within the police organization to address specific complaints. The [Police Internal Affairs Service](#), the [Directorate for Investigation and Detective Management](#), and the [Directorate for Personnel and Records Management](#) are tasked to monitor all complaints filed before the Committees. However, there is no public information on the extent to which individuals have raised performance complaints against fellow officers related to preventing violence against women or abuses against women and girls by officers.

Sources: Philippines [National Police Commission](#); [Philippines National Police](#).

- *External complaints mechanisms:* In addition to complaints filed by security personnel, there should be a mechanism to handle complaints from the public with respect to the performance and behaviour of personnel on the issue and for reporting cases of abuse. Dedicated mechanisms for gender-based violence complaints are preferable to integrating the issue into wider public complaints mechanisms, since specific interventions and protocols for reporting sexual exploitation and abuse may be required given the sensitivity and potential risks to survivors reporting inaction or abuse by police. For example, the [Ottawa Sexual Assault Protocol](#) in Canada stipulates the procedures to be followed by city police in handling sexual assault cases and in cases of misconduct by police officers, refers complainants to the [Ottawa Police Professional Standard Branch](#). See also the [independent oversight](#) section, which covers public complaints commissions.
- *Disciplinary system for sexual harassment, sexual exploitation and other forms of violence perpetrated by security personnel:* In addition to enforcing a clear [code of conduct](#) for uniformed personnel and other sector staff, it is essential to develop and enforce a system to identify and investigate suspected sexual exploitation and abuse cases (among other forms of violence) and implement transparent disciplinary procedures with clear measures of reprimand including criminal proceedings. This disciplinary system should enforce different levels of penalties depending on the extent of violation of laws, policies or codes of conduct. In cases of sexual harassment, exploitation or abuse, it is important that accused officers are processed publicly through the court system to demonstrate that their actions are equally subject to the law, to ensure they receive a fair trial, and if found guilty, are subject to the appropriate sanctions. In cases of sexual violence, perpetrators may be listed on a public [registry of sex offenders](#). Disciplinary systems should also establish provisions for addressing other forms of violence, such as domestic violence, trafficking, etc.

Example: Guidance on criminal investigations against police officers accused of domestic violence

As part of its toolkit on the police response to domestic violence, the International Association of Chiefs of Police (2003) has produced a [Model Policy on Domestic Violence by Police Officers](#) which gives the following guidance on criminal investigation procedures when a serving police officer is accused of committing domestic violence:

“Criminal Investigations and Decisions: The responsibility to complete a criminal investigation of an incident of police officer domestic violence shall rest with the domestic violence unit of the department, or in the event that no such unit exists, the criminal investigations unit or detective division. The chief may ask an outside law enforcement agency to conduct the criminal investigation.

- a. *The investigating official shall conduct criminal investigations as would be the case for any other criminal violation.*
- b. *In accordance with the officer's and victim's privacy rights, the investigating official or agency shall conduct sufficient interviews (taped) of family members, friends, neighbours, colleagues, and others who may have information regarding criminal charges.*
- c. *Even though an initial report may already exist concerning a police officer, reports of any subsequent or additional criminal or non-criminal incidents, which may include fellow officers engaging in surveillance or intimidation of the victim, shall be documented in separate incident reports, assigned a case number, cross-referenced with the original case number and investigated thoroughly.*
- d. *The department shall completely investigate the charges and where warranted seek prosecution even in cases where the victim recants.*
- e. *The department shall establish a liaison to work with the prosecuting attorney for each case. This officer shall present all the information to the prosecuting attorney for action and ask that decisions about the adjudication of the case be made in a timely manner.*
- f. *As with any other case for criminal prosecution, the investigating officer shall request filing of court papers/complaints.*
- g. *Any officer convicted through criminal proceedings of a domestic violence crime shall be terminated from the department.”*

The policy also sets out comprehensive procedures for the prevention of and response to domestic violence perpetrated by police officers in the following areas:

- A) Prevention and Training
- B) Early Warning and Intervention
- C) Incident Response Protocols
- D) Victim Safety and Protection
- E) Post-Incident Administrative and Criminal Decisions.

Excerpt: [International Association of Chiefs of Police, \(2003\), 'Domestic Violence by Police Officers Model Policy', Virginia: International Association of Chiefs of Police](#)

- *Ensuring Freedom of information:* Information about institutional actions taken to address violence against women should be publically accessible, including matters related to violence committed by security personnel. Freedom of information can demonstrate that there is both internal accountability (e.g. disciplinary procedures) and external oversight (e.g. judicial checks on the way that the sector responds to allegations of violence committed by its own personnel). For example, if figures and details on the levels of sexual harassment perpetrated by police officers (both within and outside their work) and how the police responded to these allegations are publicly available, external organizations can monitor practices and advocate for reforms as needed. The knowledge that such information will be made public can also encourage police units to improve their responses and deter individual personnel from perpetrating abuse.

Example: Monitoring of Police Complaints Authorities in India

The [Commonwealth Human Rights Initiative](#) has used India's [Right to Information Act](#) to monitor the work of the state and district levels Police Complaints Authorities, which were established in 2006 by the Supreme Court to address the ongoing problem of police accountability. The Police Complaints Authorities are independent of the police; have their own powers of investigation; can deal exclusively with complaints of serious misconduct and neglect of duty by the police; and can make binding recommendations for action. In collaboration with the Authorities, the Commonwealth Initiative has been able to access all complaints received and orders passed by the Authority in order to review the functionality of the Authorities and interview complainants to assess their satisfaction with the Authority's response to their complaint, the fairness of the proceedings and their satisfaction with the orders passed. Read more about the [Police Complaints Authorities](#).

Sources: [Srinivas, S. and Siddiqui, A., \(2009\), 'Your Guide to Using Police Complaints Authorities', CHRI Better Policing Series, New Delhi: CHRI](#); [Kotwal, N. and Srinivas, S. \(2010\) 'Uttarakhand State Police Complaints Authority: Analysing Accountability in Action', CHRI Better Policing Series, New Delhi: CHRI](#); [Kotwal, N. and Prasad, D. \(2010\) 'Complaints Authorities: Police Accountability in Action' CHRI Better Policing Series, New Delhi: CHRI](#).

Strong executive control

Effective oversight of security institutions by the elected, executive arm of government can be strengthened by government, non-governmental and other organizations through the following actions:

- Build the knowledge of senior ministry officials and national security coordination bodies on violence against women and girls through training, briefings, mentoring and other initiatives.
- Institute mechanisms to ensure consultation with external gender experts and representatives from women's organizations on women's security needs and violence against them.
- Establish or support the development and implementation of [national action plans on violence against women](#), which include a clear mandate for security institutions and their participation in coordination/ implementation bodies. Plans should be in line with relevant [national, regional and international legislation and policies](#).

- Advocate for a dedicated oversight mechanism/ focal point on the issue and a gender unit within each ministry.
- Ensure representatives from the national women's machinery and other government institutions focused on gender/women's issues, as well as parliamentary women's caucuses are included in national security coordinating bodies.
- Institutional measures to strengthen executive control can complement overall efforts and should involve:
 - *Head of State /Government:* In some countries, ultimate command authority for the activities and performance of security institutions lies with the Executive Head of State or Government. State leaders can serve as champions for improving the sector's accountability on the issue, for example, by advancing specific mechanisms such as the special courts to expedite prosecution of sexual violence cases, as established, for example, in [Liberia](#) and South Africa; [Spain](#) in the case of domestic violence; and in [Mumbai](#) (India) for cases of trafficking.
 - *Ministries of Defense, Internal Affairs, Justice:* Responsible for the day-to-day oversight of security institutions, mandated ministries (usually Defense, Interior/Internal Affairs and Justice) set security policies, priorities, budgets and procedures and can influence their responsiveness to women and girls. Ministries should provide a system of checks and safeguards against both ministerial and mandate abuses by security institutions and personnel, by:
 - Instituting a specific unit / team within the ministry responsible for monitoring the performance of the police or armed forces on addressing violence against women in line with national legislation and policies and internal protocols and procedures.
 - Requesting specific actions of security personnel to address the issue (e.g. development of a [code of conduct](#) or [response protocol](#), mandatory pre-service and ongoing [training](#) requirements)
 - Commissioning investigations and public inquiries into allegations of mandate abuse/ misconduct by security personnel.

Case Study: Ministry of Interior, Iraq Kurdistan Region, establishes a Directorate on Violence Against Women

The Iraqi Kurdistan Region is a constitutional entity, comprising three governorates in the north of Iraq. The practice of so-called 'honour killing' in Kurdistan has received significant attention, where the overwhelming majority of approximately 1,270 so called 'honour-crimes' reported between 2004 and May 2008 occurred in Iraqi Kurdistan (980) ([Women for Women International](#), 2008). Domestic and sexual violence, occurring more frequently than 'honour' crimes, also represent significant threats to women and girls. The [Kurdistan Regional Government](#) is unique in Iraq in that it has legislation to protect women from violence, where 'honour killing' is a criminal offence and domestic violence is punishable with time in prison. To ensure these laws were upheld and in the absence of accountability mechanisms to oversee their implementation, the Kurdish government established a 'Directorate for Following up Violence against Women' within the [Ministry of the Interior](#) in 2001.

The Directorate has offices in each of the governorates, with a primary role to ensure implementation of laws protecting women from violence and that their rights are upheld. The Directorate receives cases of violence against women and girls and monitors the progress of investigations. It was also envisaged that the Directorate would collaborate with law enforcement officials and judiciaries to investigate and prosecute cases for better redress.

At the time of its establishment, there was an absence of formal procedures, divisions of responsibilities or guidelines to facilitate collaboration between the Directorate and other service providers. This resulted in a lack of clarity regarding its role and varying operating procedures between governorates. In response to the need to strengthen the role of the Directorate, the Kurdish Ministry of Interior sought technical expertise and established a Memorandum of Understanding with the [International Rescue Committee](#) in 2009 given their strong record implementing gender-based violence programmes.

The partnership aimed to help the Ministry to strengthen the role of the Directorate and support police officers to uphold rule of law in investigating, interviewing, reporting and following up cases of violence. Specifically, the support focused around two initial trainings on violence against women targeting 50 police officers. In preparation for trainings, the International Rescue Committee reviewed copies of Kurdish criminal procedure code, Iraqi penal law, personal status law and police policy and procedures manual, which revealed that there were no written policies, including codes of conduct or standard procedures, on police responses to the issue outside the initial training curriculum given to new recruits. This meant that survivors were left to navigate a complex system that relied entirely on the attitudes and decisions of individual officers.

The continued collaboration with the Directorate in 2010 contributed to the following outputs:

- A [directive](#) outlining the roles and responsibilities of Directorate officials with detailed tasks and procedures (approved in November 2010).
- [Training](#) for 49 police officers in Duhok specifically recruited to investigate and interview cases of violence against women and girls. The training was designed to build their knowledge and skills on women's legal and human rights along with interviewing and investigating techniques.
- The formation of Gender Task Forces to coordinate efforts of all stakeholders and to share information and insights on the issue. The International Rescue Committee also spearheaded efforts of the legal task force to identify gaps in law and law enforcement in relation to de jure and de facto compliance with international standards. The task force produced a working paper identifying gaps in investigations of violence against women cases in police stations. For example, women's right to legal representation when filing charges, as stated in the Kurdish Court Proceedings Law (article 13), is not always recognized or adhered to. The Gender Task Forces are held periodically in any place and open to non-governmental organizations and ministry officials when the theme relates to law enforcement, and the ministry has hosted the meeting on its premises.
- Improved collaboration, through efforts by International Rescue Committee (working jointly with the Regional Re-construction Team at the American Embassy) to engage various key actors including the Directorate, Ministry of Interior, UN agencies, non-governmental organizations, legal investigators, judges, among others in discussing strategies to ensure women access justice through proper legal and judicial channels.

Sources: SDDirect communication with International Rescue Committee Iraq, IRC. 2011.

[“Annual Report 2010 Iraq Country Programme”](#); [Women for Women International \(2008\) Iraq Report - Amplifying the Voices of Women in Iraq](#).

- *Ministry of Finance*: Financial oversight and budget allocations can be exercised by a finance ministry or audit body (see [independent oversight](#) section), subject to final approval by parliament, and can improve the security sector's response to the issue through the following actions:

- Implement [gender-responsive budgeting](#) with clear mechanisms for allocating resources and monitoring expenditure related to addressing violence against women.
 - Examine security institutions' use of financial resources in line with objectives on violence against women set in relevant policies and strategies.
 - Ensure that sound public financial management is practiced by relevant institutions, including existing of mechanisms to monitor expenditure in different sectors on violence against women.
- *National Security Council:* As a dedicated body usually tasked with ensuring coordinated action among ministries and the integration of a wide range of security-related policy, legislative, structural and oversight issues, security councils, can take the following actions to improve accountability of the sector:
- Ensure a [coordinated sectoral response](#) to violence against women and girls with clear roles and responsibilities for different ministries and institutions.
 - Establish specific targets and indicators to be monitored to track the government's progress on addressing the issue.
 - Appoint more women to national security councils to improve women's voice in decision-making. Women's representation on councils is very limited - in 2005 there were only 12 female ministers of defense and veteran affairs (6.6%) and 29 (15.8%) female ministers of justice in a sample of 183 countries (Inter-Parliamentary Union, 2005).
 - Engage in consultations with women's non-governmental organizations, gender experts and women's parliamentary caucuses working on violence against women to identify issues of concern and actions to be taken to improve security.
- *National Taskforce on Ending Violence against Women:* Some countries have established a specific inter-ministerial body responsible for implementing a national strategy on violence against women, which can also serve as an oversight mechanism for identified actions and targets to be met by police and the sector overall.

Illustrative example: The United Kingdom's Inter-ministerial Group and Delivery Board on Violence against Women and Girls

On the International Day for the Elimination of Violence Against Women (25th November 2010), the United Kingdom Home Secretary issued a [“Call to End Violence Against Women and Girls”](#) on behalf of the Government, which focused on:

- preventing violence and challenging attitudes and behaviours;
- providing support for victims;
- working in partnership with public bodies and community groups; and
- reducing the risk to women and girls and bringing perpetrators to justice.

The statement sent a strong message that rape, domestic violence, trafficking and other forms of violence are totally unacceptable, reinforcing that gender-based violence is a criminal justice issue, and that sexual, physical and emotional abuse have long term consequences, which require appropriate support in order to address them.

In March 2011, an [Action Plan](#) was published, setting out clear targets and indicating the ministries and bodies responsible and a timeframe for implementation (see [policies and legislation](#)). To ensure delivery of the Plan, two inter-ministerial bodies were established:

- [A violence against women and girl Inter-Ministerial Group](#), chaired by the Home Secretary, which meet on a quarterly basis to monitor progress on the strategy. It includes participation of key stakeholders such as women's organizations twice a year.
- [A VAWG Delivery Board](#), which is a cross-departmental body managed by the Home Office with responsibility for oversight of the actions agreed-upon by all individual departments and associated agencies. This Delivery Board meets every 6 weeks and reports to the Inter-Ministerial Group.

These bodies include representatives from the departments (ministries) of Health, Education, Work and Pensions, Communities and Local Government, International Development, Culture, Media and Sport, as well as the Foreign Office, Ministry of Defense, Ministry of Justice, UK Border Agency, Crown Prosecution Service, Government Equalities Office, Equality and Human Rights Commission, National Offenders Management Service and Forced Marriage Unit.

The Action Plan also commits the Home Office to circulate a public newsletter on violence against women and girls every two months to report on progress with delivery of the actions.

Sources: [End Violence Against Women Coalition](#) and [Home Office](#) websites.

Legislative / parliamentary oversight

As representatives of citizen interests, parliamentarians have a crucial oversight role, holding the executive accountable for the performance of the security sector. Parliaments review, amend and pass laws that define and regulate the sector and their powers; approve corresponding budgets; serve as a bridge between government and citizens by engaging in national dialogue on security issues; provide a monitoring and evaluation function; and can establish bodies such as a parliamentary ombudsmen or commissions to investigate public complaints against security institutions (Luciak 2008; Born et al., 2003). To maximize their oversight role, parliamentarians should:

- *Approve inclusive, needs-based security legislation* which is based on broad consultations with civil society including women's organizations and considers the different security needs of men, women, girls and boys – especially related to their experiences with violence. This may involve:
 - Drafting, reviewing and amending national legislation related to violence against women to ensure the specific responsibilities of law enforcement personnel are in line with human rights standards and commitments (See examples of provisions in section on [national legislation](#)). Laws should be informed by advice from experts on the issue.
 - Conducting gender impact assessments or evaluations of proposed [legislation and policies](#), specifically in relation to preventive measures and responses to different forms of violence, which can be implemented by specific parliamentary committees (e.g. internal affairs, defense) or groups (e.g. gender caucus).
 - Holding consultations, public hearings, town hall meetings to gain information and feedback on proposed or current security-related legislation, policies and reforms – ensuring the participation of women and women's organizations, and specific discussion of violence against them (see [civil society oversight](#)).
 - Reviewing carefully the budget allocations in relation to agreed commitments to ensure alignment.

Example: Kyrgyzstan Parliamentary hearings on efforts to prevent domestic violence

In June 2008, the Kyrgyz Minister of Internal Affairs held parliamentary hearings with the deputies of the *Zhogorku Kenesh* (parliament) and representatives of law enforcement and judicial agencies, crisis centres, non-governmental organizations and the media. The hearings aimed to assess domestic violence prevention efforts and consolidate the proposed criminal procedure measures to increase the effectiveness of police responses in such cases. The assessment resulted in:

- Issuance of two ministerial orders related to:
 - strengthening the activities of the police officers to combat domestic violence ([Order of the Ministry of Interior No 844 from 28.09.2009](#)); and
 - increasing control over the issuing of a Temporary Protection Order ([Order of the Interior Ministry No 321 from 24.04.2009](#))
- Improved gender- disaggregated statistical data. For example, *The Law on State Guarantees of Equal Rights and Equal Opportunities for Men and Women* (2008) provides for the collection of gender-disaggregated statistics; while the [National Plan of Action for Achieving Gender Equality \(2007–2010\)](#) calls for the development of a gender evidence base and related statistical information. Since 2000, the National Statistical Committee has produced an annual compilation of sex-disaggregated statistics entitled “Women and Men in the Kyrgyz Republic”.
- Decisions to monitor the implementation of the Law “On Social and Legal Protection from Domestic Violence” and make amendments to the Law and develop a new version to be submitted to Parliament.

The initiative has contributed, among other efforts, to a rise in the numbers of temporary orders issued, although the figures are still very low in the context of the large number of domestic violence cases in Kyrgyzstan. The initiative was also highlighted as a positive effort, among other gender-based violence interventions, by the [UN Special Rapporteur on Violence Against Women, its Causes and Consequences](#) during her visit to the country in 2009, although she noted that there was a need for sustained implementation of actions over time, and greater outreach to both police and the population to raise awareness and counter negative practices.

Sources: [UN Secretary-General's database on violence against women](#) Kyrgyzstan Country Page; Interviews with Gulsara Alieva, gender focal point of Ministry of Internal Affairs and Aleksandra Eliferenko, Association of crisis centres (2010); [United Nations General Assembly \(2010\) Report of the Special Rapporteur on violence against women, its causes and consequences, Mission to Kyrgyzstan](#).

- *Monitor and evaluate the implementation of legislation and budgets* to hold security institutions accountable for their actions, in particular:
 - Monitor the implementation of legislation including the specific actions required by the sector, in line with [international, regional](#) and national commitments.
 - Request an evaluation of government policies/programmes related to the issue.
 - Initiate parliamentary questions and propose debates on inquiries regarding violence against women. For example, individual parliamentarians can raise questions that require a response from the Minister of the Interior or Security and propose inquiries into the sector's progress on violence prevention and response.
 - Actively participate in government-led sectoral reviews or reform processes (e.g. a defense review, police reform).
 - Hold public hearings and select committee meetings to review government performance on implementing relevant legislation, involving testimonies and presentations by government ministers, civil servants and members of security institutions (i.e. police and armed forces).
 - Establish inquiries and monitoring of complaints, investigations and prosecution of human rights violations and sexual exploitation and abuse conducted by security personnel against members of the public or female colleagues.
 - Request that security and defense reviews include consideration of gender issues, including violence, and consultation with experts in these fields, including women's organizations.
 - Commission research / consultancy work on the implementation and impact of legislation and policies related to the sector's role in addressing the issue.
 - Conduct inspection and information visits to particular facilities (e.g. local police stations, women's police units, women's prisons).

Promising practice: Public Hearings in South African Parliament on implementation of the Domestic Violence Act

In October 2009, the Portfolio and Select Committees of the South African Parliament held two days of public hearings on the implementation of the [1998 Domestic Violence Act](#). Oral submissions were made by a variety of civil society organizations and experts including the [Legal Resource Centre](#), [People Opposing Women Abuse](#), a University of Cape Town professor, [the Centre for the Study of Violence and Reconciliation](#), [Projects Abroad Human Rights Office](#), [Mosaic](#), the Gender Advocacy Programme, [the Saartjie Baartman Centre](#), [REACH](#), [the Cape Law Society](#), [the Women's Legal Centre](#) and [Thoyando Victim Empowerment](#). Several survivors also provided personal testimonies. Key issues raised with respect to the sector's performance included:

- The lack of adherence to the [National Instructions](#) of the South African Police Service on domestic violence
- The absence and lack of clarity of guidelines for police officers
- Pressures on police to reduce crime statistics contributing to failure to accurately record domestic violence incidents
- Failure by police officers to inform victims of their rights
- Impunity for state agents who failed to carry out their duties

Key recommendations made by contributors included the need for:

- Establishment of a specialized police unit to deal with domestic violence complaints
- Provision of adequate and continuous training to police officers
- Regular progress reports to parliament by the Police on their implementation of the Act
- Amendment of the [Domestic Violence Act](#) to correct ambiguity concerning arrest warrants, allowing officers to arrest a perpetrator without warrant if imminent harm is suspected

In February 2010, a draft [report](#) on the hearings was issued, with various conclusions related to the police:

Non-compliance:

- There appeared to be a disincentive for police to record domestic violence cases; following targets set for reducing contact crime, police often turned away people reporting domestic violence, to create the appearance of a reduction in the figures.
- Firearms were not always confiscated after being used to threaten victims, nor were perpetrators' licenses suspended.
- The safety of persons with protection orders was compromised, as police were not always willing to serve the protection order or arrest perpetrators who had violated the protection order.
- Numerous incidents were reported citing the appalling attitude of police, who often subjected victims to secondary abuse.
- There was a need for risk assessment to make victim safety a priority when returning to the environment.
- *Lack of resources:* The police claimed they had no vehicles available and services were not rendered in cases where reports came from outside their jurisdiction, particularly in rural areas.
- *Service of protection orders:* Protection orders often did not serve the purpose they were intended, because the victim had to return to the abusive environment; cost implications were not applied uniformly across the country; and reluctance of police to serve protection orders, or undue delay, placed the victim in grave danger.
- *Training:* The Police Service provided training, but was insufficient on its own and there was a need to review existing training modules and to monitor and evaluate their application, and to debrief officials to keep them sensitive to the issues they were dealing with.
- *Specialized Units:* The reestablishment of the Family Violence Child Protection Unit and Sexual Offences Units was welcomed, but more information was needed, particularly around the mandate regarding domestic violence.

Overall, it was recommended that certain sections of the Domestic Violence Act be amended, including police powers to arrest a perpetrator and the precise meaning of 'imminent harm'. The report suggested police training on the Act be improved, particularly around serving protection orders, and made additional recommendations as follows:

- the need for training norms and standards that were consistent around the country.
- amendment of the [Department of Police's National Instructions](#) to provide clear guidelines to police officers on when perpetrators should or should not be arrested.
- the need for a five-year plan and an indication from the Department of Police looking at decreasing the incidence of domestic violence, clearly stating the role of [South African Police Service Evaluation Service](#) in monitoring progress on those targets.
- close monitoring of referrals made by police officers to domestic violence survivors for health care services and counselling.

- maintenance and monitoring of domestic violence registers, including accountability for those responsible.
- development of a mechanism to deal with withdrawals or situations where women did not wish to pursue charges but still required help and protection.
- allocation of sufficient resources in terms of obtaining forensic evidence.
- the parliament should insist on reports from the Department of Police on its compliance with the [Act](#) and [Firearms Control Act](#) as it relates to domestic violence.

Sources: [Parliamentary monitoring Group](#); [Public Hearings on the 11 year implementation of the Domestic Violence Act](#).

- *Review and approve institutional budgets:* Parliaments can use their mandate to adopt and oversee budgetary provisions related to security, defense and policing to oblige security institutions to prioritize the issue through the following actions:
 - Request security institutions to employ [gender-responsive budgeting](#) for policing and defense operations.
 - Scrutinize expenditure against policy commitments and actions plans, which is usually the role of a public accounts committee.
 - Institute or review the functioning of financial auditing mechanisms (e.g. an ombudsperson), ensuring these are mandated to examine performance related to violence against women.
- *Investing in internal capacity development:* Parliaments should have the required institutional capacities, financial resources, skills and knowledge to implement their oversight role effectively, which can be supported by:
 - Hearing testimonies from women's organizations and survivors, via individual members of parliament or parliamentary committees or caucuses.
 - Establishing parliamentary caucus on gender or violence against women, which provide forum for debate and discussion of these issues.
 - Establishing formal mechanisms for civil society-parliamentarian interaction on the issue– for example via a parliament liaison office, representative or researcher.
 - Undertaking training and capacity development on the issue, including for their staff, especially those on security, defense and internal affairs committees, and regularly review briefings and research produced by academics, non-governmental organizations and other experts.

Promising practice: The role of women parliamentarians and women's organizations in creating gender-responsive security policies in South Africa

The Republic of South Africa's [National Defense Review](#) was conducted between 1996 and 1998. At the insistence of women parliamentarians and others, the Parliamentary Joint Standing Committee called for the Review to be undertaken as a nationwide consultation process, with contributions made by members of the defense industry, civil society groups, including defense-related NGOs and women's organizations as well as representatives of the academic community. A variety of measures were taken to ensure public participation, including the use of military planes and buses to transport religious and community leaders, NGO activists and representatives of women's groups to regional meetings and workshops. The consultative and transparent nature of the process changed the perception of the military in the eyes of the public, giving the Review legitimacy and credibility.

The Review included a focus on 'human security' and emphasized the creation of a non-sexist institutional culture, including an obligation of the [Ministry of Defense](#) to identify and eliminate discriminatory practices and attitudes in the armed forces. It called for affirmative action and equal opportunity programmes, acknowledgment of women's right to serve in all ranks and positions, including combat roles.

Women at the grassroots level and in rural areas demanded greater freedom; equality in the eyes of law and society; the right to property ownership; access to safe housing, employment, and education; and protection from all forms of violence. Grassroots women's organizations were vital in drawing attention to previously ignored issues such as the needs of dispossessed communities whose land had been seized for military use, the environmental impact of military activities, and sexual harassment by military personnel, which contributed to the formation of a defense [sub-committee on sexual harassment](#) of women by military personnel.

Following the two-year participatory defense review process and the issuance of the [White Paper](#), a number of mechanisms were instituted to address the issue:

- the [Defense Act of 2002](#), which classifies sexual harassment and discrimination as criminal offences;
- creation of a Gender Focal Point within the [Equal Opportunities Directorate](#), with outreach across the services and divisions;
- a Gender Forum to implement gender policies in the Department's lower levels;
- a telephone hotline to report cases of sexual harassment and gender-based violence by defense personnel; and
- a Gender Sensitization Programme within the Department to raise awareness and understanding of gender policies.
- The process also resulted in the government's recognition of the need to integrate gender-based training into peacekeeping operations, drawing upon the expertise of non-governmental organizations.

Sources: Anderlini, S.N. and C.P. Conaway (2004), 'Negotiating the Transition to Democracy and Reforming the Security Sector: The Vital Contributions of South African Women', Washington DC: Women Waging Peace Policy Commission, quoted in [Enhancing Security Sector Governance in the Pacific Region, a Strategic Framework](#), UNDP, PIFS, DCAF January 2010; [Luciak, I. \(2008\), 'Parliamentary Oversight of the Security Sector and Gender – Tool 7', Gender & Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW: DCAF.](#)

Key Tools

- ***‘Parliaments Take Action on Violence against Women: Priority actions For Parliaments’*** (Inter-Parliamentary Union, 2009). This guide is a resource for Parliamentarians and advocates working with them. The guide outlines six priority areas for parliaments to for ending violence against women and girls, including establishing a legal framework, implementing laws and promoting accountability, raising awareness, building cross-cutting partnerships, demonstrating political will and strengthening institutional capacities. The six strategies are illustrated through examples of parliamentary actions from various countries and are accompanied by references to additional resources. Available in [Arabic](#), [English](#), [French](#) and [Spanish](#).
- ***South African Police Service Station Monitoring Tool*** (Parliamentary Monitoring Group-South Africa. 2005). This tool and report-back [questionnaire](#) are resources for parliamentary groups as well as other oversight actors (advocates or independent authorities) to use when monitoring police performance. Developed in the context of South Africa’s Parliamentary and Provincial Safety and Security Committees, the questionnaire aims to: facilitate effective oversight of station level policing; provide committees with independent data to inform recommendations; enable comparison across stations and provinces; measure progress over time; and ensure more effective collaboration in oversight functions between provincial legislative committees by using a standardized tool. The form includes a few questions related to the capacity of police stations to deal effectively with violence against women and a dedicated section on implementation of the Domestic Violence Act. Available in [English](#).
- ***Parliamentary Oversight of the Security Sector: Principles, Mechanisms and Practices — Handbook No. 5 for Parliamentarians*** (Born, H., F. Fluri and A. Johnsson, 2003). This handbook is a broad introduction to enhancing parliamentary oversight of the security sector. The first two sections set out the theoretical and analytical framework for the examination of parliamentary oversight of the security sector, including a global overview of the role of Parliament and other state institutions in security issues. Section IV examines the tools and instruments that parliaments can use to oversee the security sector, while Section VII aims to assist parliaments in regulating the recruitment, selection and training of security personnel. Available in [English](#).
- ***‘Parliamentary Oversight of the Security Sector and Gender – Tool 7’, Gender & Security Sector Reform Toolkit’*** (Luciak, I. Eds. Megan Bastick and Kristin Valasek, 2008). This tool is intended for audiences at the national level include parliamentarians, parliamentary staffers and political parties. Members and staff of regional parliamentary bodies, such as the Pan African Parliament, the Central American Parliament, the European Parliament and the OSCE and NATO Parliamentary Assemblies are also a target audience; as are institutions and groups of parliamentarians, such as the Association of European Parliamentarians for Africa, which undertake parliamentary assistance activities. Government security sector reform and governance project officers, civil society organizations, researchers and academics working on the intersection of security, parliaments and gender will also find this tool useful. This tool seeks to highlight the importance of parliamentary oversight of the security sector and the benefits parliamentarians derive from integrating a gender perspective into their work. Available in [Arabic](#); [English](#); [French](#); [Indonesian](#). The tool is complemented by a practice note with a summarized version of the guidance (Available in [Arabic](#); [English](#); [French](#); and [Indonesian](#)).

Oversight by independent bodies

- Independent external oversight can secure and maintain public trust in security institutions and highlight shortcomings in internal regulation. It is often very difficult to obtain accurate public information on the types of complaints handled, and whether any of them concern lack of performance in addressing violence against women or accusations of abuse against other officers. Depending on the national context, a variety of external oversight bodies can be involved in ensuring accountability of the sector, including: ombudsperson's offices; national human rights institutions; independent review boards; audit offices; and public complaints commissions. Independent oversight bodies should:
 - Function on the basis of statutory law and report to parliament and the relevant minister directly.
 - Be accorded quasi-judicial powers so they can undertake investigations and site visits (e.g. to women's police stations, prisons) at their own initiative and institute proceedings in courts.
 - Have the status and mandate to make binding recommendations.
 - Have access to classified information enabling them to carry out their mandate (e.g. cases of abuse by security sector personnel), in addition to materials accessible through [freedom of information](#) policies, which is important in support of their work.
 - Operate at a variety of levels (e.g. national and local) to ensure they are accessible to women and girls in remote areas.
 - Have clear procedures for the registration, investigation and processing of complaints, including special procedures with respect to confidentiality and interviewing female survivors of violence.
 - Collect, disaggregate and widely publish data and reports on the profile of complainants reporting gender-based violence, types and patterns or alleged abuse (e.g. non-registration of cases, improper investigation, misconduct by police /military personnel, registration of false cases) and outcome of investigations (including time taken).
 - Publish their findings in annual and other reports.

- **Ombuds institutions / persons:** An ombudsperson is an official, usually appointed by the government or by parliament, mandated to represent the interests of the public by investigating and addressing complaints reported by citizens. Dedicated ombudspersons may be appointed to oversee issues such as human rights, gender equality across government, and security sector performance; or may be established as specific police or defense ombudsperson. These officials can play a key role in addressing public complaints that may not otherwise be prioritized and working with security institutions to improve their practices related to gender-based violence.

Example: Audit of New South Wales Police Force handling of domestic and family violence complaints (Australia)

In accordance with section 160 of the *Police Act 1990*, which requires the Ombudsman to 'keep under scrutiny the systems established within the New South Wales Police Force for dealing with complaints', and in follow-up to a 2006 investigation of police responses to domestic violence, an audit was conducted in 2008. The report aimed to assess and provide feedback to the police, direct domestic violence service providers and the broader community about whether domestic violence-related complaints were being appropriately and effectively handled; contribute to the identification of good practices and making recommendations about areas for improvement; and, ensure complainants – particularly survivors of domestic violence – receive an appropriate response from the New South Wales Police.

The majority of complaints related to police conduct in directly responding to a domestic violence incident or the conduct of officers accused of domestic violence (mainly intimidation/stalking and assault). The report found that:

- Complaints received in 2008 were generally well-handled by the police.
- Issues raised by complaints were correctly assessed by police, with notification to the Ombudsman made when required as well as appropriate action taken as needed.
- Police generally initiated protective action on behalf of victims in response to complaints.
- Some form of appropriate management action was taken in relation to the majority of complaints referred for evidence-based investigation.
- The level of complainant satisfaction was reasonable.
- There were some instances where complaints were not well-handled by police, which had serious consequences and relate to operational issues within the police.

In response to the findings, a set of detailed recommendations were made, which include ongoing police reporting to the ombudsman on actions taken in response to the audit and establishment of an audit of complaints filed to police in 2010, among other measures to improve police handling and monitoring of domestic violence complaints.

Source: New South Wales Ombudsman. 2011. [*"Audit of New South Wales Police Force handling of domestic and family violence complaints: A special report to Parliament under section 161 of the Police Act 1990."*](#) NSW Ombudsman. Sydney.

Example: Egypt's National Council of Women's Ombudsperson's office

In 2002, [Egypt's National Council on Women](#) established an ombudsperson's office to receive complaints from women with regard to gender discrimination. The complaints deal with gender discrimination at work, the [Personal Status Law](#), domestic violence, inheritance, and other issues. In addressing violence against women and girls, the office cooperates with the [Ministry of Social Affairs](#) to refer victims to shelters. Active in all governorates of Egypt, the office has the following goals:

- Monitoring women's needs and complaints and serving as a link between National Council and women who encounter any form of unconstitutional discrimination or unequal opportunity.
- Ensuring that women's voices and concerns are brought to the attention of policy- and decision-makers.
- Contributing to addressing some of the day-to-day problems facing women.
- Establishing an information [database](#) documenting the types of complaints received, the frequency of recurrence, and the obstacles they pose to women's progress, with the purpose of making the relevant suggestions, proposals, or amendments to legislations to the authorities concerned.

The key services provided by the office include:

- Receiving complaints via telephone, hotline, postal service, mail, fax and in-person meetings.
- Providing legal and social counselling through specialists in those fields.
- Referring women's complaints to the relevant authorities and following them up.
- Assisting female complainants, if needed, to approach specialized attorneys, as well as attorneys working on pro bono basis with the Ombudsperson's office.
- Conducting research and studies into issues raised by complaints received by the office.

The Office gives recommendations to different actors - including the police and judiciary - on how better to respond to cases of violence- for example, by cooperating with the Ministry of Interior to train police officers on registering complaints of domestic violence survivors.

Source: [United States Agency for International Development, 2009. National Council for Women Report on Egypt. USAID. Washington, D.C.](#)

Example: Northern Ireland's Police Ombudsperson's annual reports

[Northern Ireland's Police Ombudsperson's](#) annual reports contain comprehensive data including the full scale and details of all complaints handled by the Ombudsperson for that year. Information fully disclosed in every annual report (available for [download](#)) includes:

- Number of complaints received from the public.
- Number of complaints received on referral from the head of police or the [Public Prosecution Service](#).
- Outcomes of cases investigated, which covers:
 - number of cases referred for prosecution with criminal charges;
 - number of criminal charges recommended in total;
 - nature and allegations of charges;
 - number of cases referred to police for disciplinary action;
 - ranks of officers subject of complaints;
 - factors underlying complaints.

The Office regularly communicates complaints reported to the police, at the level of each district command. Each month, the Ombudsperson forwards statistical reports to the police detailing the numbers and types of allegations associated with each station within each district. Within the monthly reports, local police commanders receive information on individual officers who have received three or more complaints in a 12-month period, including the number of complaints, number of allegations and details of the allegations. Annual reports summarizing complaints and case status are complemented by complainant satisfaction surveys, among other [publications](#) examining of the office's work.

The annual report illustrates how information can be systematically shared with police for their follow-up action as well as disseminated to the public to increase transparency. As data on allegations of rape or sexual assault by police officers or staff members is not categorized separately, with these cases included as "other incidents", future development of the reports could establish a distinct category for these crimes to improve tracking and follow-up by the police and highlight efforts to eliminate abuses where relevant.

Sources: [Police Ombudsman for Northern Ireland. 2008. Annual Report and Accounts 2007-2008](#); [Police Ombudsman for Northern Ireland. Complaints Outcomes](#).

- **National human rights commissions:** National commissions and other institutions should play an important role in tracking trends and patterns of abuses of women and girls' human rights and in the investigation, referral and prosecution of individual cases, as established by the [Paris Principles](#) adopted by the Office of the High Commissioner for Human Rights in 1992. Key actions of Commissions include:
 - receiving and investigating complaints of alleged human rights abuses made by the public and other bodies;
 - advising governments on issues related to legislation and compliance with international human rights law; and
 - raising public and security institution's awareness of the human rights of women and girls.

Example: The Philippines Commission on Human Rights

The [Commission on Human Rights of the Philippines](#) has, since the introduction of legislation addressing violence against women ([Republic Act No 9262](#)), been a member of the [Inter-agency Council Against Violence against Women and their Children](#). The Commission's role has included: developing a Plan of Action for the implementation of the law; advocacy towards the promotion of the law (including with the military); and the creation of the Commission's *Men Opposed to Violence Everywhere* group, which spoke at a side-event alongside the Commission at the [2009 Commission on the Status of Women](#). The Commission also performs duties on behalf of the Inter-agency Council Against Trafficking, which include monitoring, investigation and victim protection.

The [Women's Rights Program Center](#), a special unit within the Commission, investigates human rights violations against women, and initiates legal action or provides assistance in cases of legal discrimination, non-recognition of women's rights, multiple burdens, unequal access to land, violence against women, politics and governance, justice, peace and order, employment, health, and education.

Sources: [Commission on Human Rights of the Philippines, website](#); and [International Criminal Court. 2009. ICC Discussion Paper on the Role of National Human Rights Institutions in Advancing the Rights of Women at CSW](#).

- **Independent review boards**, established to monitor the performance of police with respect to specific crimes such as domestic violence and sexual assault, can be an important mechanism to encourage improved responses and support to women and girl survivors.

Example: The London Metropolitan Police's Domestic and Sexual Violence Board

In 2006, the Metropolitan Police Authority's [Domestic and Sexual Violence Board](#) was established as a stand-alone monitoring structure reporting to the Communities Equalities and People Committee in support of the implementation of the [Mayor of London's 2008 London Violence Against Women Strategy](#). The Domestic and Sexual Violence Board has a [Code of Conduct](#) and its role is to:

- Lead the effective monitoring and support of the police in its response to domestic and sexual violence for the [Communities Equalities and People Committee](#).
- Secure continuous improvement in the Metropolitan Police's response to domestic and sexual violence by ensuring a consistent and structured follow-up of actions.
- Address consistency of service with regard to the issues by focusing monitoring and support on the 32 Borough Operational Command Units, and the Metropolitan Police Service as a corporate body, monitoring coordination and implementation of policy and practice across the Police Service.
- Identify gaps highlighted by the 32 Borough Operational Command Units and corporate Police Service units and, where appropriate, ensure issues are raised with relevant Police Authority Committees and/or other fora.
- Link to other London and/or national domestic and sexual violence and related bodies.
- Disseminate best practice and innovation across the Borough Command Units and Police Service as a whole.
- Increase trust and confidence in the community by sharing the successes of the Police Service and engaging the public's participation in the monitoring process.

The Domestic and Sexual Violence Board was restructured and re-launched in 2009, following the transition to a mayoral [London Violence Against Women Strategy](#) (from the London Domestic Violence Strategy), with annual reports, including recommendations to the Metropolitan Police and to the government. Further information can be found [here](#).

Source: [Metropolitan Police Authority - Domestic and Sexual Violence Board, website](#).

- **Audit offices** play a key role in scrutinizing the use of public funds, ensuring that they are used transparently, effectively and efficiently, in legal framework and policy objectives. Offices can focus on particular sectors (e.g. security) or issues (e.g. programmes to address violence against women and girls), specifically examining:
 - The performance of a particular institution (e.g. Ministry of Interior or Defense, National Police Service) in implementing the provisions in [national legislation, policies and action plans](#) that address violence against women.
 - Adherence to standards, procedures and protocols regarding the response to violence (e.g. [case management](#), [investigation](#), [interviewing survivors](#)).

- **Public complaints commissions:** Specialist commissions (e.g. police complaints authorities) can provide important channels for women and girls to file complaints about security failures, abuses and misconduct by personnel without fear, and to ensure that each case receives a prompt and proper independent and unbiased investigation. The mechanism has the potential to improve accountability of the sector; increase community trust in security institutions; and encourage survivors of violence to speak out. However, they are often under-resourced, have insufficient coverage, and may lack the mandate and support to take action on serious offences.

Challenges in establishing effective Police Complaints Authorities in India

In 2006, the Indian Supreme Court responded to a petition by two former Police Director General by mandating all states to immediately establish [Police Complaints Authorities](#) at state and district levels to deal with the ongoing problem of police accountability. The Police Complaints Authorities: are independent of the police; have their own powers of investigation; can deal exclusively with complaints of serious police misconduct and neglect of duty; and can make binding recommendations for action (Authorities' recommendations at state and district levels "*for any action, departmental or criminal, against a delinquent police officer shall be binding on the concerned authority*").

The state-level Authority is empowered to investigate allegations of "serious misconduct" by police, which includes but is not limited to, death, grievous hurt and rape in police custody. The district-level Authorities can investigate complaints of death, grievous hurt, rape in police custody, allegations of extortion, land/house grabbing, and other serious abuse of authority. The jurisdiction of the state and district-level Authorities is linked to the ranks of officers being complained against. The state-level Authority looks into complaints against the Superintendent of Police and higher officials, while the district-level Authority inquires into complaints against the Deputy Superintendent of Police and below.

At the end of 2009, 15 states had established Authorities using legislation or government orders, with 7 operational at that time (in Assam, Chandigarh, Goa, Haryana, Kerala, Tripura and Uttarakhand).

Since 2009, the Commonwealth Human Rights Initiative has monitored the work of the Authorities, in collaboration with them, as they have experienced operational challenges and have sought guidance and support in their work. Using the [Right to Information Act](#) to access all complaints received and orders passed by the Authority, the initiative assesses the functionality of the Authorities using complainant interviews to assess their satisfaction with the Authority's response to their complaint, proceeding fairness and the orders passed. Challenges identified with Authorities included:

- Most Authorities are severely under-resourced, lack independent members with diverse skill sets, and have not been allocated a fixed budget.
- Over-reliance on police to make decisions in cases rather than using independent investigators (e.g. tendency to rely on the concerned Police Superintendent's report to determine a complaint's relevance, which is a conflict of interest as police are tasked with investigating the alleged misdeeds of officers under their jurisdiction).
- Insufficient coverage, poor outreach and community awareness.
- Unwillingness to follow protocols for serious offences (e.g. on a rape case in Uttarakhand, the first information report was not registered for the accused officer).
- Widespread public perception that police complaints lack speed and transparency, and do not lead to systemic changes or consequences for individual personnel.

Sources: [Srinivas, S. and Siddiqui, A., \(2009\), 'Your Guide to Using Police Complaints Authorities', CHRI Better Policing Series, New Delhi: CHRI](#); [Kotwal, N. and Srinivas, S. \(2010\) 'Uttarakhand State Police Complaints Authority: Analysing Accountability in Action', CHRI Better Policing Series, New Delhi: CHRI](#); [Kotwal, N. and Prasad, D. \(2010\) 'Complaints Authorities: Police Accountability in Action' CHRI Better Policing Series, New Delhi: CHRI](#); email response from Navaz Kotwal (2010).

Promising Practice: South Africa's Independent Complaints Directorate

South Africa's [Independent Complaints Directorate](#) was established as an independent government body in 1997 to investigate complaints of brutality, criminality and misconduct against members of the [South African Police Service](#), and the Municipal Police Service. Operating independently from the Police, it investigates:

- Deaths in police custody or as a result of police action (e.g. shooting, assault).
- The involvement of Police members in criminal activities (e.g. assault, theft, corruption, robbery, rape and any other criminal offences).
- Police conduct or behaviour, which is prohibited by the Police Service Standing Orders or Police Regulations, (e.g. neglect of duties or failure to comply with the police Code of Conduct).
- Dissatisfaction/ complaints about poor service provided by the police.
- Failure to assist/ protect domestic violence victims as required by the Domestic Violence Act.
- Misconduct or offences committed by members of the Municipal Police Services.

Following the [South African Police Service Act 68 of 1995](#), the Directorate is empowered to investigate all cases of misconduct against the [Police Service](#) and the Municipal Police, which includes offences and misconduct where a member:

- kills or causes the death of any person involved with him/her in a domestic relationship, such as a spouse.
- commits an offence such as assault, rape, etc. against a person in a domestic relationship with the member, such as a spouse.
- refuses to assist a victim of domestic abuse.

Based on the [Domestic Violence Act 116 of 1998](#), failure of the Police to comply with an obligation imposed in terms of the Act constitutes misconduct (Act 68 of 1995) and the Police Service is obliged to report to the Directorate all misconduct pertaining to non-compliance with the Act. The Directorate can exempt members if a valid explanation for non-compliance is offered; investigate the case; or request the Police to investigate through a disciplinary hearing.

The Directorate must submit a report to Parliament every six months regarding the number and types of cases reported - including the number of deaths as a result of police action and in police custody and the number of public complaints – as well as recommendations made by the Directorate. There is also a specific six-month report on implementation of the Domestic Violence Act, which details cases of non-compliance with the Act (e.g. failure to: effect arrest warrants, advise complainants of options - filing a criminal charge or applying for a Protection Order or both, assist complainants, furnish a subpoena and serve a Protection Order).

The Act report also details actions taken by the Directorate to promote compliance (e.g. awareness campaigns, workshops, station visits) and contains indicators of the Directorate's institutional performance (e.g. average days taken to finalize investigations, percentage of investigation reports finalized, number of cases "substantiated, number of prosecutions recommended, number of convictions).

The National Commissioner of Police must submit a report to Parliament every six months regarding steps taken as a result of the Directorate's recommendations.

The [ICD Annual Report 2009/2010](#) profiles six cases of alleged rape by police officers. In two cases, the perpetrator was dismissed from the [South African Police Service](#) following disciplinary hearings, two were acquitted, and two are outstanding.

Sources: [Kotwal, N.& Prasad, D. 2010. 'Complaints Authorities: Police Accountability in Action' CHRI Better Policing Series. CHRI. New Delhi; \[Independent Complaints Directorate website\]\(#\).](#)

Civil society oversight

The active participation of civil society organizations, particularly, women's groups, in developing security policies and overseeing the structures, policies and practices of security institutions is a critical element of the sector's accountability and can:

- ensure the diverse perspectives and security needs of different groups within the population are considered when planning and developing national and local security measures;
- help strengthen local ownership of [security sector reform](#) processes;
- improve the value and relevance of community-level security initiatives; and
- advocate for greater action to eliminate violence against women and girls (Kanani 2008; Barnes and Albrecht, 2008).

Civil society organizations need to be represented and contribute to policy discussions in order to play an effective role in monitoring the sector's accountability. In this regard, formal security oversight bodies should include the participation of women's organizations, particularly groups that advocate for and work with survivors of violence (e.g. civilian review boards, public complaints commissions and independent monitoring groups). These joint civil society-government bodies can develop, review and coordinate implementation of [national policies and action plans](#) on violence against women, ensuring that they include specific measures and outline key responsibilities for security institutions.

Example: The Policy Advocacy Partnership on Violence against Women and Children in Ghana

The Ark Foundation, Ghana, is an advocacy-based women's human rights non-governmental organization. To achieve a coordinated policy framework for addressing violence against women and children in Ghana, it spearheaded a Policy Advocacy Partnership comprising state and non-state actors to lobby for the adoption of a National Policy and Plan for the implementation of the [Domestic Violence Act](#) (Act 732 of 2007), and to ensure that the Policy addresses sexual and gender-based violence issues broadly in institutional arrangements. It also successfully lobbied for adoption of an integrated, coordinated approach to addressing violence against women and girls in the policy framework. From 2008 to 2010, the initiative conducted monitoring to assess the status of implementation of the Act.

Source: Ark Foundation. [Monitoring and Advocacy Unit](#).

Specific actions that civil society can take to hold the sector accountable for performance include:

- *Monitor national security laws and policies* for their compliance with international and regional laws regarding women's security needs, violence against women and girls and the role of the security sector. Organizations can play a vital role in monitoring the compliance of national laws with [internationally and regionally agreed commitments](#), for example, through a shadow report alongside the official government report on implementation of a convention or resolution such as CEDAW or Security Council resolution 1325. For examples of shadow reports monitoring national commitments, see the [country reports](#) submitted to the CEDAW Committee (see column *Information provided to the Committee*) during annual sessions and Peace Women's [National Commitments Initiative](#).

- *Monitor police and military reform processes*, such as through conducting independent reviews of the process and outcomes, to ensure they include measures to improve responses to violence against women, and providing analysis and recommendations to policymakers, advocating for increased accountability of security institutions for their [performance](#) in addressing the issue.

Example: The role of women in Fiji's national security and Defense review

Following discussions at a Peace Vigil led by women during the May 2000 hostage crisis, the [National Council of Women of Fiji](#) made contact with the military, learning to negotiate and communicate with security forces, who had strong influence in addressing instability in the country. As a result, the Commander of the Fiji Military Forces brought together members of the Military Council and other senior officers to meet with representatives of the Peace Vigil, who presented a statement known as 'The Women's Letter'. It outlined the need for Fiji to return to parliamentary democracy; for the military to uphold the 1997 Constitution as the supreme law of the country; and urged the military to respect human rights. While the letter was received respectfully and favourably, the delegation learned a critical lesson that the language of the military and the security sector needed to be used for future dialogue and peace initiatives.

In 2003, the National Council of Women and the Military Council held a national dialogue, which resulted in the [Fiji Women, Peace and Security Coordinating Committee](#) and the [National Council of Women](#) making formal submissions to the National Security and Defense Review. This demonstrated the valuable contribution that women's networks (from community and national levels) can make into early warning interventions, while also identifying key entry points for women at local and national decision-making levels. The submission focused primarily on women's participation in security decision-making, identified violence against women as a barrier to participation, and included the following recommendations:

- The Minister for Women should be included on the National Security Council.
- The Permanent Secretary of the Women's Ministry should be a permanent member of the National Security Advisory Committee.
- Women should be effectively and equitably represented on Provincial and District Security Committees.
- Women should be included in the National Security Assessment Unit.
- Gender balance in the decision-making levels of the security forces should be ensured, and efforts made to recruit women into the Military Forces.

During the process, the Government of Fiji publicized a cabinet paper on these issues, held additional consultations and had implemented the first two recommendations. In 2008, Fiji's Minister for Women was appointed to the National Security Council by the interim Government. Through this appointment, the Director for Women became a member of the [Intelligence Advisory Committee](#) and other security committees.

Sources: [Hendricks, C. and L. Hutton, \(2008\) 'Defense Reform and Gender – Tool 3, Gender & Security Sector Reform Toolkit, Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW](#); communication from Sharon Bagwhan-Rolls, Femlink Pacific; [UNDP \(2010\) Enhancing Security Sector Governance in the Pacific Region: A Strategic Framework](#).

- *Monitor implementation of policies and practices, including by documenting cases of violence against women and make recommendations on how institutions should respond.* Organizations can conduct gender assessments of institutions, processes, policies and budgets with regards to prevention and response (including collection of gender-disaggregated data), presenting findings and concrete recommendations for security institutions. Civil society and community-based organizations can also play a vital role in the collection of data on different types of violence against women, especially where police capacity is low. For example, in Timor-Leste, the non-governmental organization [Fokupers](#) collects its own data on reported cases of violence from women seeking help from the group, which it publishes, shares and discusses with the Police Vulnerable Persons Unit, to complement police data and as part of a national referral mechanism for cases of gender-based violence.

Example: Recommendations for US military

The National Advisory Council on Violence Against Women and the Violence Against Women Office has developed a [Toolkit](#) with recommendations to the United States military to improve their response to violence against women as follows:

- *Use the Defense Task Force on Domestic Violence.* Review, evaluate, support, and enhance the efforts of the U.S. Department of Defense to end domestic violence.
- *Establish a task force to address acts of sexual assault.* Create a complementary body to the [Defense Task Force on Domestic Violence](#) to address acts of sexual assault that occur within the military or are committed by service personnel.
- *Assess the incidence of sexual assault, dating and domestic violence, and stalking among unmarried military members and their intimate partners.* Continue to identify and evaluate any policies or practices within units that directly or indirectly encourage activities that compromise women's safety.
- *Improve coordination between the military and civilian communities.* Implement a [coordinated community response](#) to crimes that involve sexual assault, including forced prostitution, dating and domestic violence, and stalking (committed on and off the military base).
- *Enhance and continue to use military intervention* to address and eliminate domestic violence. Work collaboratively with military and civilian communities to improve intervention and prevention efforts.
- *Continue to teach command and service members* how to prevent unauthorized use of violence throughout their active duty service. Stress that strong leadership is needed at every level to strengthen the training and management of personnel.
- *Ensure that trained victim advocates are available* on every installation and that women on military bases also have access to victim advocates from the local civilian community. Publicize the availability of civilian and military sexual assault and domestic violence hotlines and crisis intervention services throughout every installation.
- *Continue to offer victims and offenders multidisciplinary interventions.* Recommend additional resources and funding or the redirection of existing resources.
- *Record all reported cases of sexual assault, dating and domestic violence, stalking, and military personnel involvement with women in forced prostitution in an appropriate Department of Defense database.* Review recordkeeping efforts and recommend ways to improve tracking of cases involving violence against women.'

(National Advisory Council on Violence Against Women and the Violence Against Women Office. [Toolkit to End Violence Against Women. Chapter 15. The Role of the U.S. Military in Preventing and Responding to Violence Against Women](#)).

- *Raise public and media awareness about the responsibilities of security actors, the importance and process for reporting incidents to the police, and mechanisms available to hold them to account.*
- *Establish networks working on security issues and violence against women, which can contribute to:*
 - Sharing of relevant information on resources and ‘know-how’ on the role of security institutions in violence prevention and responses;
 - Building solidarity between organizations working on violence (via research, dialogue and exchange);
 - Strengthening capacity of members on critical issues and methodologies for research and advocacy;
 - Facilitating coordination of referral systems and service provision for women and girls;
 - Assisting police to identify vulnerable locations that increase insecurity;
 - Advocating across regions for improved responses to conflict and trafficking;
 - Informing national and international policies and programmes on women, peace and security;
 - Advocating for increased interest and investment in gender-based violence prevention
- *Focus on the long-term sustainability of initiatives engaging the sector on the issue (e.g. working to institutionalize training on women’s rights and gender-based violence; promoting joint service provision with national and local government agencies; helping to build a functional referral network).*

Examples of security-focused civil society networks addressing violence against women

- The [International Association of Women Police](#) aims “to strengthen, unite and raise the profile of women in criminal justice internationally”. Its specific goals include to: raise the profile of gender issues through policy and procedural changes, (for example in resource policies); improve women’s ability to excel by providing professional development opportunities; ensure that the women’s achievements and contributions to criminal justice and society are recognized; and encourage networking and peer support.
 - The southern-led [Global Consortium on Security Transformation](#) aims to bring new voices and perspectives into debates on security sector reform through research, dialogue and networking. It is supporting projects on women’s security and violence against women in Africa, Asia and Latin America – including looking at the response of security actors.
 - The [Women Peace and Security Network Africa](#) (WIPSEN-Africa) was established in 2006 in Ghana as a women-focused and led Pan-African organization with the core mandate to promote women’s strategic participation and leadership in peace and security governance in Africa. The network primarily operates in West Africa and implements programmes related to women, peace and security (including security sector reform), women’s leadership and decision-making in peace and security issues, and their role in post-conflict recovery.
 - [Gender Action for Peace and Security](#) in the United Kingdom, is an expert working group of peace and development NGOs, academics and grassroots peace builders founded in 2006 and focused on advancing the implementation of UNSC resolution 1325 and facilitates and monitors the meaningful inclusion of gender perspectives in all aspects of national policy and practice on peace and security.
- Search for other relevant organizations on the [Peace Women Portal](#).

Key Tools

- **‘Civil Society Oversight of the Security Sector and Gender – Tool 9’, Gender & Security Sector Reform Toolkit** (Barnes, K. And Albrecht, P. Eds. Bastick and Valasek, 2008). This tool is a resource for civil society organizations, engaged in oversight of the security sector, as well as those that seek to play a more active role in this regard. The Tool provides an introduction to the importance and benefits of integrating gender issues into civil society oversight of the security sector, including practical examples and recommendations. Available in [Arabic](#); [English](#); [French](#); [Indonesian](#).
- **‘Public Oversight of the Security Sector: A Handbook for CSOs on Democratic Security Governance’** (Capriani, Cole E. and Kinzelbach, K., 2008). This Handbook is for civil society and non-governmental organizations. It provides an overview of conceptual and practical considerations on oversight aspects that lend themselves for civil society involvement it is also relevant to democratic institutions and representatives, policymakers, practitioners, researchers, security sector institutions, the media, as well as regional and international organizations partnering with civil society on public oversight of the security sector. The Handbook includes a chapter on Gender and Democratic Security Governance, which outlines the benefits of integrating gender issues into the sector. Available in [English](#)

V. Programme Monitoring and Evaluation

- Overview and key considerations
- Monitoring and evaluation plans
- Indicators
- Monitoring and evaluation actors
- Participatory monitoring and evaluation
- Independent evaluation
- Uptake of evaluations findings

Overview and key considerations

Monitoring and evaluation of security sector initiatives are critical for ensuring the effectiveness of programmes, although there is not a “one-size-fits-all” or “gold standard” approach (Holland, 2010). Monitoring and evaluation should inform the way in which initiatives develop, and can result in more efficient preventative action by security personnel, improved quality of responses provided to survivors, and increase the likelihood that perpetrators will be apprehended, prosecuted and sentenced. In addition to the general guidance on [Monitoring and Evaluating](#) in the Programming Essentials section, key considerations when developing an effective monitoring and evaluation system for security initiatives include ([OECD/ DAC](#), 2011):

- **Use a participatory, people-centred approach to foster ownership and strengthen capacity.** This should involve both institutions and actors implementing initiatives (e.g. donors, government, security personnel, oversight bodies, women’s organizations) as well as the individuals and communities that are the ultimate programme beneficiaries – particularly female survivors. Consultation may take place during the design phase (e.g. to establish programme objectives and measures of success), or as part of ongoing monitoring (e.g. through evaluating progress and making decisions on how to adapt programme activities and priorities). This approach has several benefits and can specifically:
 - Encourage security institutions to set up internal systems and processes to evaluate their activities, setting their own performance criteria and self-evaluating progress against objectives, which can improve commitment to meeting performance goals.
 - Foster ownership of the initiatives as well as strengthen national capacities for data collection, monitoring and evaluation. It can improve the effectiveness and contributions of [oversight bodies](#), who may consult security institutions to jointly set objectives and performance indicators to be regularly monitored, and will better inform oversight bodies of the context in which they propose recommendations to institutions.
 - Empower female survivors of violence, or women’s organizations that support them, who may lack the information, capacity and authority to undertake effective monitoring and evaluation of security institutions. For example, they may have limited knowledge about security programmes and processes and lack access to decision-makers, particularly within security institutions ([International Alert, 2008](#)). Providing opportunities to women to articulate their security needs and experiences and determine how the quality of services and the response of security personnel should be measured is a critical component to providing survivor-centred services.
 - Facilitate a transparent, impartial and credible monitoring and evaluation process, where results are made widely available.

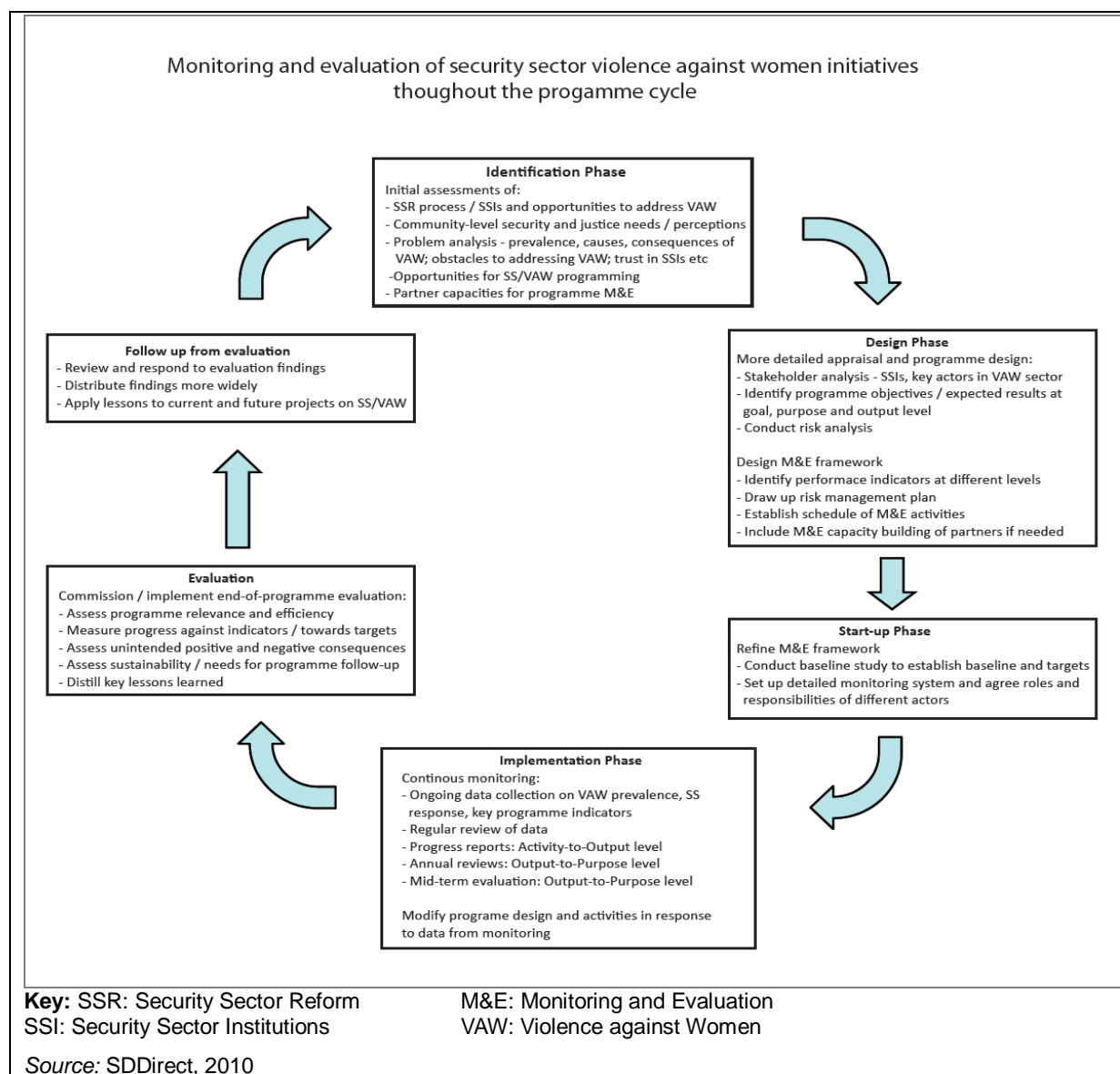
- Help to address potential mistrust that may exist between stakeholders (i.e. civil society, including women's groups, and security institutions) by engaging groups in relationship-strengthening activities.
- **Involve evaluators with the right skill set.** To maximize the relevance and value of assessment processes, initiatives should engage independent evaluators who combine knowledge of the security sector, monitoring and evaluation, with expertise in violence against women, especially in low-resource settings. A general lack of gender awareness on evaluation teams can reduce the attention given to the impact of programmes on survivors and existing gender inequality broadly ([Popovic, 2008](#)).
- **Allocate adequate financial resources to processes.** Maintaining the quality and frequency of data collection as part of ongoing monitoring enables programme implementers to assess the short-term outputs and outcomes of initiatives and is critical to allow for adjustments in programme activities and plans, which may be necessary to ensure progress is made on established targets and objectives. At a minimum, between 3-10% of programme budget should be allocated to monitoring and evaluation activities, being closer to 10% in more fragile contexts ([UNIFEM, 2009](#); [DFID, 2010](#)).
- **Identify the scope of security actors most engaged by an initiative.** Security institutions, which are often broad entities comprising many different sections and departments, (e.g. field officers, administrative staff, management and oversight), vary significantly in their purpose, function and orientation. It is important to identify the specific individuals and groups targeted by an initiative to facilitate the process of tracking, evaluating and, where possible, attributing changes. This is particularly important as each section within institutions is often interlinked with others ([OECD/DAC, 2011](#)). Where a multi-sector approach is used, it may be more effective to monitor and evaluate the work of security actors as part of a larger response mechanism, rather than trying to measure the impact of the sector in isolation. Monitoring may also focus on a single institution (e.g. police) or a specific system (e.g. criminal justice - covering police/justice/prisons), which is more realistic since most programmes do not engage the full range of sector actors.
- **Use a combination of data sources to address gaps in data.** National systems and capacities for data collection, handling, storage and analysis within security institutions may be weak or non-existent. Obtaining accurate data on women and girl's experiences with violence, which is widely under-reported, is particularly challenging for a variety of reasons. Inaccurate and insufficient information about the nature and extent of violence, especially sexual violence, impedes efforts to address it effectively ([International Alert, 2007](#); Roth, Guberek and Green, 2011). Even where data is collected, it is often not properly systematized to be able to track changes. While standardizing [data and information systems](#), [monitoring and evaluation plans](#) should use a mix qualitative and quantitative methods including police records, crime victimization surveys, as well as more in-depth studies on women and girl's experience with security responses to incidents of violence.

For example, see [The War at Home - GBV Indicators Project](#) (Gender Links and the Medical Research Council, 2011), which combines police and other administrative records, qualitative data from samples of men and women self-reporting on perpetrating and experiencing violence to present an overview of gender-based violence in the Gauteng province of South Africa and provide recommendations for improving the practices and management of cases by police and other service providers.

- **Explore the feasibility of joint evaluations:** Partnerships between security institutions and civil society organizations, particularly women's organizations, may be an effective approach to encourage collaboration on the issue and increase the credibility and validity of reported results and progress achieved by the sector (such as the ["Observatorio" group for the Chilean National Action Plan](#) on Security Council Resolution 1325). Where such cooperation is not possible, women's organizations and other civil society groups can be encouraged to set up independent and/or shadow monitoring systems. See for example, the [Case Study](#) reviewing Women's Police Stations in Latin America.

Monitoring and evaluation plans

- Monitoring and evaluation needs to be developed during the planning stage and integrated into each subsequent phase of the programme cycle. This ensures that there is clarity about the programme objectives and criteria for measuring success, and that the findings and recommendations of evaluations are used to improve future projects. In addition to providing ongoing assessment of progress against objectives, a well-developed [monitoring and evaluation framework](#) or plan allows for adjustments to programme activities based on unforeseeable interruptions and developments or new opportunities.
- For instance, if a natural disaster occurs, the security sector may be deployed to provide immediate humanitarian assistance or to deal with disaster-related unrest and looting. During such periods, gender-based violence is likely to increase, with different forms emerging or becoming more prevalent (e.g. from predominantly domestic violence to sexual exploitation or disaster-related sexual violence). A monitoring and evaluation plan enables programme objectives and indicators to be adapted in such circumstances without compromising the investments made in the programme and can improve the programme's contributions to the changing context, risks and priorities while maintaining momentum with respect to its overall objectives.



The content of a [monitoring and evaluation](#) plan may vary according to the type of initiative and the format of its [conceptual framework](#) (e.g. using a logical framework or results-based structure), but should include the following:

- Clear framework of [objectives/ expected results](#) at activity, output and outcome levels which set out what changes the programme hopes to achieve and how.
- Well-defined [performance indicators](#) for each result, which present how progress will be measured and which key data sources will be tracked.
- Risk management plan outlining the potential risks to programme implementation (e.g. stalled approval/ commitment from security institutions; delay in adopting operational policies; budget cuts for training) and a process to monitor and respond to these risks (monthly stakeholder meetings; annual workplan reviews).
- Schedule of monitoring and evaluation activities:
 - What forms of regular monitoring will be done (observation visits to stations; public opinion surveys; focus groups in targeted communities, etc.)?
 - How often will each activity take place (annually, monthly, etc.)?
 - By whom (programme staff, partner organizations, police or military personnel, etc.)?
 - At what level (e.g. activity, output, outcome)?
 - When will the programme be subject to a more formal review or evaluation (mid-term/ endline) and who will conduct this (external team; project staff)?
- A process to review monitoring and evaluation findings – who will review the findings and when (e.g. key ministries and institutional/civil society partners)? How will decisions be made about programme changes and updates made to the [logframe](#) or framework of objectives?

Example: Sample monitoring and evaluation matrix template

No.	Indicators	Indicator Level	Geographic area	Baseline measurement	Target	Data collection frequency	Measurement tool	Remarks
Output 1: Law enforcement agencies adequately prevent and respond to SGBV in the programme's targeted communities								
1.1	Percentage of trained police staff demonstrating knowledge of GBV and response protocols (by sex)	Output	District	No previous training conducted	75% of male and female trained demonstrate knowledge of GBV and protocols	Annual	Pre-post questions and annual follow-up surveys with trainees	
1.2	Percentage of police stations with private places to receive SGBV survivors	Output	Community	20% in 2010	50% by end of programme (2014)	Annual	Observation visits to station	Checklist to be developed
1.3	Number of GBV awareness activities conducted in villages by police community liaison officers	Output	Community	No previous activities by liaison officers recorded at baseline	Participation or initiation of at least 1 activity per month	Bi-monthly	Reports from partners supporting officers	
1.4	Adoption of policy or procedures by senior police management to increase number of female police	Output	District and national	No policy/ procedures for female recruitment exists at national or district level	Policy/procedures established and adopted at national/ district levels	Annual	Qualitative review of policy context	conducted during annual stakeholders meeting
1.5	Percentage of female officers (out of total police officers)	Output	District	10% of officers are female in 2010	15% by end of programme (2014)	Annual	Interview with district police commissioner	
1.6	Number of performance audits on police response to GBV	Output	District	N/A	At least 1 audit is completed by programme end in each target district (2014)	Mid-term and endline	Interview/ analysis of reports provided by district police commissioner	

(Source: adapted from DFID/ UNIFEM Uganda country programme: Supporting Women's Engagement in Peace-Building and Preventing Sexual Violence)

Indicators

- Indicators are signposts of change which help to understand where an initiative is going and how far it is from achieving its objectives. For example, if an objective of an initiative is *reduced tolerance of gender-based violence by police in a particular district*, an indicator to measure progress might include: *the number of reported cases of rape properly recorded by police per year in the particular district*. Data collected on this indicator would include the number of cases of rape reported and documented annually at the start of the programme (baseline) and the number of rape cases reported and documented annually at the end of the programme (end line).
- When designing initiatives, it is important to distinguish between [indicators](#) and [targets](#) (which are the change(s) that a programme seeks to achieve, usually expressed with reference to the situation at the programme onset or baseline. Indicators do not automatically need to be linked to specific targets and in some cases, it may not be appropriate for a programme to set a specific target during programme design (e.g. if further information needs to be gathered, such as baseline data, or if it is not feasible to set a specific target until the programme has begun implementation). In such circumstances, it is possible to identify the indicator, and possibly also a direction of change (e.g. increase in number of cases reported, greater survivor satisfaction with police response), without setting precise targets.
- Steps to define and develop good indicators and targets for security sector initiatives to improve violence prevention and response include: (*adapted from [Measure Evaluation, 2008](#)*):
 - Select an appropriate indicator (using existing resources and examples, or creating new ones as relevant).
 - Decide on what should be measured (e.g. total number of police stations surveyed, number of trained police officers and knowledge gained) and how it will be disaggregated (e.g. region, number of female police officers).
 - Decide how the indicator will be measured and the tools required (e.g. police records on incidents of violence against women and girls; surveys on police knowledge, attitudes and practices).
 - Consider any further issues which will affect the ability to collect and analyze data (confidentiality of files, missing records, etc.).

Indicator Definition and Development: Proportion of law enforcement units following a nationally established protocol for VAW/G complaints

Indicator: Proportion of law enforcement units following a nationally established protocol for VAW/G complaints

Definition: The proportion of law enforcement units that adhere to nationally established protocols pertaining to the management of VAW/G complaints.

Numerator: Number of law enforcement units in a region or country that follow a nationally established VAW/G protocol when handling complaints. If there is no national protocol pertaining to the management of VAW/G cases, this indicator cannot be measured. The protocol should cover the following areas:

- How and where VAW/G survivors should be interviewed
- How confidentiality is ensured
- Type of investigation and follow-up that should take place following a report
- How women and girls are protected following a complaint

Denominator: Total number of law enforcement units surveyed

Disaggregate by: area in city, region; province, depending on how large an area is being surveyed.

What It Measures: This indicator measures the number of law enforcement units that handle VAW/G complaints using a protocol which is in compliance with nationally established standards.

Measurement Tool: A survey of law enforcement units.

How to Measure It: There must be a national set of standards established for the management of VAW/G complaints within the security sector in order for this indicator to be measured. Police stations and other law enforcement units at the local, district and regional levels should have a protocol documented that outlines how VAW/G complaints are handled. This protocol should be in alignment with a national standard which has information on the above four criteria in the indicator definition. A checklist or outline detailing key steps in adhering to the national protocol guidelines should be part of the documentation available at the unit. Police and other law enforcement units are selected into a probability (ideally) or other sample that may cover one or more urban areas, regions, or the entire country. Units are then surveyed to investigate whether or not the unit has the described documentation affirming that they follow a standard protocol in managing their VAW/G complaints. Only units who can show this documentation are counted in the numerator. This number is then divided by the denominator, which includes all units surveyed.

Considerations: The area being surveyed needs to be taken into account when interpreting this indicator. For example, the results of a survey in the capital city in which large police units are selected into the sample will and should differ from a survey in a rural area which goes to small outposts, since the resources available in each of these situations differs considerably. This indicator measures the standards set for dealing with VAW/G complaints on local levels and will yield a snapshot of whether or not the security sectors in a given area are maintaining a standard protocol. However, this does not ensure the proper management of VAW/G complaints. Even though a protocol exists, individual law enforcement personnel or units themselves may not actually follow it. Also, this indicator cannot be measured if there is no nationally established protocol. Despite these limitations, this indicator can be used to monitor progress within the security sector because proper management of complaints is very unlikely if no protocol exists in a law enforcement unit.

Excerpt: [Bloom, S., 2008 *Violence against Women and Girls: A compendium of monitoring and evaluation indicators*, USAID – East Africa, IGWG, Measure Evaluation](#)

- Initiatives may include *process indicators* to track implementation of specific activities (e.g. number of trainings with police personnel) as well as *outcome indicators*, which are more commonly used to measure progress on the medium to longer-term results of an initiative (e.g. increased reporting of abuse to police by women; greater number of perpetrators prosecuted).
- Both *quantitative indicators* (Number of specialized units developed) as well as *qualitative indicators* (capacity of personnel to implement domestic violence response protocols) should be included for comprehensive monitoring of programmes.
- The table below provides examples of indicators (primarily output level) which have been used by United Nations agencies and national governments to track the performance of the security sector in addressing violence against women and girls. These can be used in conflict, post-conflict and peacetime contexts, although where data systems are undeveloped or data is unavailable (e.g. conflict/ post-conflict; resource-constrained settings), some indicators may not be appropriate or possible to measure due to constraints in security or [ethical considerations](#) in engaging survivors (e.g. level of women's satisfaction with treatment by police). In these situations, [proxy indicators](#) may be used to measure progress (e.g. no. and % of police stations with specialized units established).

Examples of indicators to track the performance of the security sector	
Establishing gender-responsive oversight and accountability of the security sector	
Women's leadership and representation	<ol style="list-style-type: none"> 1. No./ % women on government decision-making committees related to peace and security 2. No. of gender advisers working in government agencies (ministry of interior, Defense)
Oversight mechanisms	<ol style="list-style-type: none"> 3. Frequency and impact of actions taken by national parliament to hold security sector to account for VAW/G prevention and response 4. Existence of internal oversight mechanisms/ bodies such as boards of inquiry or a conduct and discipline unit with a mandate to investigate gender issues within the police service such as discrimination, harassment and gender-based violence 5. Existence of external oversight mechanisms/ bodies (such as ombudsoffices or human rights commissions) with a mandate to investigate gender issues within the police/military service such as discrimination, harassment and gender-based violence 6. No. reports to internal and/or external oversight mechanisms of discrimination, sexual harassment or other gender-based violence in the last year/most recent data available 7. Existence of formal mechanisms for involvement of civil society organizations in oversight such as a local police board or community security committees
Policies, protocols and standard operating procedures for security institutions	
Policies, strategies and plans	<ol style="list-style-type: none"> 1. Extent of inclusion of violence against women and girl measures to protect women and girls in national security policy frameworks* 2. Existence of security sector measures within a national plan of action addressing violence against women and girls
Preventing and addressing abuse by security personnel	<ol style="list-style-type: none"> 3. Existence of a sexual discrimination, sexual harassment and/ or sexual exploitation and abuse policy for police/armed forces personnel 4. Existence of procedures to report and investigate cases of abuse, discrimination and harassment perpetrated by security personnel 5. No. / % of state security units (army, police) operating under a code of conduct which recognize sexual violence as a violation of conduct** 6. Existence/No. of standard operating procedures and guidelines in police and army for responding to cases of human trafficking, domestic violence or sexual assault/rape that comply with international standards

Increase institutional capacities and human competencies	
Recruitment, retention and advancement of women in security institutions	1. No. /% of government agencies (ministry of interior, Defense) with gender focal points
	2. Level of women's participation in security institutions (numbers, %, rank)*
	3. Number and percentage of male and female senior-level vs. entry-level staff, including rank and unit if possible
	4. Rates of attrition (drop out) for male vs. female personnel
	5. Existence of numerical or percentage recruitment targets for women
	6. Level, types of remuneration and benefits (e.g. maternity leave) provided to male/ female staff in state security institutions
	7. Existence of vetting procedure that includes vetting for past perpetration of human rights violations against women, such as domestic violence or sexual assault
	8. Existence of specific measures in place to increase the recruitment, retention and advancement of women including pre-recruitment sensitization
	9. Existence of a female staff association or a women's section of a staff association
	10. Existence of different infrastructure and facilities for female and male staff such as separate bathrooms, different uniforms or separate lodgings
Training and capacity development for security personnel	11. No. / % of security sector/law enforcement personnel trained in preventing and responding to VAW (according to established protocols)**
	12. Level of institutionalization of gender training in security institutions (e.g. GBV training curriculum developed and in use; existence of gender training, such as specific training sessions on gender-awareness, sexual harassment, sexual exploitation and abuse, domestic violence, sexual assault or human trafficking)
	13. Level of awareness of gender-based violence prevention and response among male/ female national security forces (police, military)
Harmonizing data	14. National VAW/G database established and collecting core data on incidents, victims and perpetrators

Improving service delivery to survivors	
Improving responses to incidents of violence	1. No./ % violations perpetrated by police or military that are reported, investigated and prosecuted
	2. No. / % violence against women cases reported to local police**
	3. % reported violence against women cases investigated*
	4. No/ % of state security units (army, police) following a nationally established protocol for handling complaints of violence against women and girls
	5. No of referrals made by police stations each month/ year (by agency/service referred to)
	6. No. and % of police stations with special (family / women) police units established or centres with integrated services to assist survivors
	7. Existence of private interview rooms for receiving survivors and other infrastructure (transportation, temporary accommodation, etc)
	8. Existence of a multisectoral coordinated referral system
Strengthening community outreach and engagement	9. Level of satisfaction of local women with their treatment by the police and army
	10. Level of increase of public knowledge on gender-based violence issues and prosecution
	11. Women's and girls' perceptions of their level of physical security)*
<p>Sources: ARC International, DCA, DCAF, DPA, MEASURE Evaluation/ USAID, OCHA, OHCHR, PBSO, UN Office for West Africa, DCAF, ECOWAS Gender Development Centre, MARWOPNET, AMLD, 2010, UN Women, UNAMI, UNDP, UNECA, UNICEF, UNIFEM, UNIOGBIS, UNIPSIL, UNMIN, UNODC, UNOWA; National Action Plans: Austria, Burundi, Belgium, Cote d'Ivoire, Liberia, Nepal, Norway, Philippines, Sierra Leone, Spain Uganda and United Kingdom.</p> <p>* = Indicator currently proposed by UN Secretary General for UN tracking in line with SCR 1889</p> <p>** = Indicator currently proposed by UN Secretary General for UN tracking in line with SCR 1888</p>	

Resources for developing indicators:

- ***Women and Peace and Security: Report of the Secretary-General: UN Security Council Resolution 1325 Indicators for Monitoring Resolution Implementation*** (United Nations Security Council, 2010). This report is for governments, donors, policy-makers, and others working to support implementation of Security Council Resolution 1325. The report provides a brief history on the development of the indicators; describes each indicator and its relation to specific sections within the resolution; suggests steps for operationalizing the indicators and includes tables to support data collection and monitoring processes. Available in [Arabic](#), [English](#), [French](#), [Mandarin](#), [Russian](#) and [Spanish](#).
- ***Annex 4: DCAF Gender survey of security sector institutions in ECOWAS countries Security for All, West Africa's Good Practice on Gender in the Security Sector*** (UN Office for West Africa, DCAF, ECOWAS Gender Development Centre, MARWOPNET, AMLD, 2010). The Annex is from a report of initial findings and recommendations from the working-level regional conference "Security for All: West Africa's Good Practices on Gender in the Security Sector". A list of gender and violence-related indicators for the sector are included that were used in assessing the security sector institutions and practices in the fifteen ECOWAS countries. Available in [English](#).
- ***Guidelines for the Collection of Data on Trafficking in Human Beings Including Comparable Indicators*** (International Organization for Migration (IOM) and Federal Ministry of the Interior of Austria, 2009). Available in [English](#).
- ***Handbook on Performance Indicators for Counter-Trafficking Projects*** (IOM, 2009). Available in [English](#).
- ***Violence against Women and Girls: A compendium of monitoring and evaluation indicators*** (Bloom, S., Measure Evaluation, 2008). This guide was developed for managers, organizations, and policy makers working in the field of violence against women in developing countries, and for practitioners providing technical assistance on the subject. The indicators can be used by programs that may not specifically focus on VAW/G, but include reducing levels of VAW/G as part of their aims. The compendium includes specific sections on security-related indicators as well as trafficking and femicide, which could be relevant to security sector initiatives. Available in [English](#).
- ***Indicadores sobre Violencia contra las Mujeres Sistematización y Evaluación Crítica*** (Instituto Interamericano de Derechos Humanos, 2008). This resource is for practitioners and policy-makers involved in the implementation and monitoring of the Belem do Para Convention. The resource reviews the most common indicators used with monitoring violence against women, describes indicator systems that integrate VAW and those specific to VAW, and provides recommendations for indicators to support improved implementation framework of Belem do Para. Available in [Spanish](#).
- ***The PRIME System: Measuring the Success of Post-Conflict Police Reform*** (Bajraktari, Y. et al., 2006). The resource is a framework for measuring the success of post-conflict police reform developed by Princeton University and field-tested in collaboration with United Nations Police. Specifically targeted at post-conflict police services and their reformers, the system essentially provides a set of generic indicators along four dimensions (pillars) that correspond with commonly accepted good policing practice: Performance Effectiveness; Management and oversight; Community relations; Sustainability. Available in [English](#).

Monitoring and evaluation actors

Depending on the initiative and country context, a variety of actors can be involved in the monitoring and evaluation of security initiatives, and the process should encourage the greatest participation to garner opinions/ experiences from the broadest array of stakeholders. Actors to consider include ([Rynn, S. and D. Hiscock, 2009](#)):

Security institutions, who may have internal mechanisms in place for monitoring initiatives or performance.

- Crime statistics which track the number of incidents of domestic, sexual and physical violence reported to the police/ military and can be measured over time (e.g. [South African Police Service Crime Statistics Report, 2010](#); [Botswana Police Service weekly crime report](#) which records incidents of rape and number of people arrested; and New York City's [CompStat](#) (United States) on weekly incidents of crimes, including rape, with annual and monthly comparisons).
- Data collection systems which measure public satisfaction with police responses. A complaints/ complements form can be made available online or in hard copy for collecting public feedback (e.g. Rwandan National Police citizen complaints/ complements form). Collection and analysis of this data can be used to measure the change in police response over time to specific forms of violence against women.
- Internal monitoring of implementation of specific protocols on responding to cases of violence.
- Internal monitoring of complaints of abuse against female security personnel by other personnel, ensuring that complaints are disaggregated into different categories of abuse.
- Internal monitoring and evaluation systems may be improved by identifying and engaging gender or “violence against women” champions within sector’s management and encouraging them to advance institutional mechanisms. For example, this may include a monitoring and evaluation framework with clearly defined indicators, targets, responsibilities and timeframe for implementation.

Assessment Tool Example: Philippines Performance Standards and Assessment Tool for Police Services Addressing Cases of Violence against Women

A partnership between the Philippine National Police, UNFPA and the National Commission on the Role of Filipino Women led to the development of a [performance standards and assessment tool for police services addressing cases of violence against women](#). The self-administered assessment tool can be used for internal monitoring and covers seven key areas: i) Policy, ii) Physical Facilities, iii) Personnel, iv) Services, v) Monitoring and Evaluation (shown below), vi) Advocacy and Information, and vii) Resources. The standards are complemented by a baseline report.

Parameters	Indicators	Yes	Partly	No	Remarks
Monitoring Evaluation and Research	The unit/station has a database of VAW and trafficking cases				
	It has an integrated and coordinated data system for a 'nationwide Women and Child Protection Desk computer network'				
	It has a mechanism for getting feedback from clients and other partners				
	It makes use of a multi-disciplinary system of management, assessment and monitoring of cases.				
	It conducts regular monitoring of cases pending in the courts.				
	It conducts regular monitoring of established mechanisms to determine compliance of police personnel with laws on women and children and their commitment to the implementation of these laws				

Adapted from: [UNFPA, Philippine National Police, National Commission on the Role of Filipino Women, 2008, Performance Standards and Assessment Tool for police services addressing cases of violence against women.](#)

Oversight Bodies

- *Parliament:* Cross-party parliamentary committees or groups (e.g. the United Kingdom's All-Party Parliamentary Groups on [Domestic and Sexual Violence](#) or [Women, Peace and Security](#)) can monitor and evaluate security initiatives as part of their mandate, establish parliamentary inquiries or hearings, call for budgetary audits and request an evaluation of the implementation of initiatives that are government funded or implemented.
- *Government ministries:* Specific ministries (e.g. defense, internal affairs and women's machinery) may be mandated to monitor and evaluate programmes, particularly when the institutions are part of wider security sector reforms, and can be engaged to strengthen the development of monitoring and evaluation plans, indicators, monitoring activities and coordination with independent evaluation teams. For example, the ["Observatorio" group for the Chilean National Action Plan](#) on Security Council Resolution 1325 brings together government officials from an inter-ministerial committee, civil society organizations and experts to monitor implementation of the plan, exchange information and collaborate.
- *Independent oversight bodies:* Specific monitoring activities may be developed as part of the overall oversight role (such as the United Kingdom's [Independent Police Complaints Commission](#) annual survey on public confidence in the police complaints service ([IPCC, 2009, 2008, 2007, 2004](#))).

Regional organizations and mechanisms:

- Inter-governmental organizations (e.g. the African Union, the Organization for Security and Co-operation in Europe) can establish joint frameworks for monitoring and evaluation across member countries, based on governmental obligations to report on their compliance with regional instruments and agreements. For example, annual progress reports required by countries that have ratified the [Inter-American Convention on the Prevention, Punishment and Eradication of Violence against women](#), can help states monitor security efforts on the issue as identified by the convention, such as training and education for police and other law enforcement officials, legal protective measures, ensuring commitment by institutions and officials to prevent and address all acts of violence against women, among other actions related to the sector's role in upholding women's rights.

Development partners and donors:

- United Nations agencies, bilateral agencies, among other development partners and donors are often involved in monitoring and evaluating the initiatives that they support. It is usually most effective if donors establish a monitoring and evaluation framework in partnership with their security partners, with regular progress reports submitted by institutions against the jointly-agreed objectives and indicators. In addition, development partners or donors may commission independent mid-term and end of programme evaluations. For example, see the 2008 [Haiti annual report](#) developed for the United Kingdom Department of International Development's support to the first phase of a UN Women programme on women, peace and security between 2007-2009 across six countries.

Participatory monitoring and evaluation

- There should always be a focus on the direct and indirect beneficiaries of programmes (i.e. female survivors, police personnel, etc.), and the process should provide a space for those being monitored to establish their own analytical framework and determine what changes are valued. This can help ensure the approach is not disempowering (Chambers, 1994, 1997; Mukherjee, 1995 *cited in* SDC, 2010).

For example, in Timor-Leste, as part of the DFID-funded UN Women programme: *Supporting Women's Engagement in Peacebuilding and Preventing Sexual Violence in Conflict: Community-led approaches*, local mechanisms were established to monitor police responses to violence, including a new, more transparent process for managing complaints of sexual harassment allegations ([Saferworld, 2010](#); Social Development Direct for UNIFEM, 2009).

- Methods should always follow [ethical guidelines](#), which ensure that participation is voluntary and individuals can withdraw from the process at any moment; [informed consent](#) has been provided so that participants understand the purpose and intended outcome of the assessment as well as the role of their contributions; and confidentiality is respected as much as possible in relation to the information shared, including personal details of participants.
- Although it may not always be appropriate to have survivors or other beneficiaries in the evaluation team (e.g. if an independent perspective is required), women's organizations, community groups and others affected by a programme should be engaged through regular consultation and collaboration throughout the monitoring and evaluation cycle, for example:
 - to identify monitoring indicators;
 - to support data collect and interpretation;
 - in the selection of an external evaluator;
 - to suggest relevant information to be collected as part of an evaluation;
 - to develop questions to be asked in interviews and suggesting interviewees;
 - to comment on findings/draft reports alongside security sector personnel.
- Public opinion surveys or social audits are promising methods of monitoring programme delivery in a participatory manner and can be particularly beneficial in contexts where administrative data is limited. These surveys:
 - increase the transparency of assistance (e.g. by making recommendations widely available, where it is needed and what standards exist), and strengthen the accountability of service providers and implementing agencies to their own communities (DFID, 2010);
 - provide an additional source of data to triangulate with official sources; and
 - can strengthen the capacities of community-based organizations or other civil society mechanisms.
- Community score cards can be an interactive monitoring tool to empower community members in their relationship with service providers by eliciting user perceptions on the quality, accessibility and relevance of various public services. Score cards have been adapted and used to monitor power relations as the basis for local change and could be developed to measure security responses to violence against women.
 - For example, the [Equality and Human Rights Commission](#) in the United Kingdom provides [maps](#) and [report cards](#) for each region on services available for survivors of sexual violence.

Illustrative Examples: Public Opinion Surveys

Saferworld reviewed the monitoring and evaluation arrangements of a Swiss-funded community policing initiative in Bosnia and Herzegovina. It found that the public opinion polls piloted as a monitoring tool were a powerful and persuasive form of information collection. Several interviewees reported that the process of undertaking these surveys ensured the participation of external stakeholders and beneficiaries and gave them a sense of local ownership over the monitoring of the programme.

Source: [Hvidemose D and Mellon J. 2009. *Monitoring and evaluation arrangements for the implementation of community policing in Bosnia and Herzegovina: a case study*. Saferworld.](#)

Sierra Leone's [Justice Sector Survey](#), conducted by the Government and the [Justice Sector Coordination Office](#) in 2006 and 2007, has tracked a number of performance indicators on police reform over a two or three-year period, including types of sexual violence reported (e.g. rape, child abuse, indecent assault, etc); public perceptions of the security situation at community level; trends in crime rates; personal safety; levels of satisfaction with police performance; relations between the police and the community; public willingness to collaborate with the police; and personal experience of police misconduct or corruption. Although the survey does not disaggregate by gender or specifically address other forms of gender-based violence, it has the potential to be adapted in order to better understand women's and girls' perceptions of security and police response.

Source: Government of Sierra Leone and the Justice Sector Coordination Office, [Justice Sector Survey 2008](#).

Other examples of public opinion surveys and social audits include:

- [Domestic Violence against Women Report](#) (Eurobarometer, 2010)
- [National Survey on Community Attitudes to Violence Against Women](#) (Australian Government, The Social Research Centre, VicHealth 2009)
- [Access to Justice for the Women of Karachi](#) (CIET, 2002)

Resources for Participatory Monitoring and Evaluation:

- ***Evaluating Crime Prevention through Social Development Projects: Handbook for Community Groups*** (CIDA, 2006). This handbook is based on the Crime Prevention through Social Development Evaluation Training package and includes seven modules that provide an overview to concepts of monitoring and evaluation, how to develop indicators and monitoring plans, how to collect and analyze data as well as how to deal with challenges in the process. Available in [English](#).
- ***You can do it: A practical tool kit to evaluating police and community crime prevention programs*** (Ottawa Police Services, 2001). This guide is a resource for crime prevention practitioners, organizations supporting survivors and community-based groups to evaluate their own programmes and other police initiatives. The guide comprises four chapters covering an introduction to evaluation, planning designing evaluations, conducting evaluations and presenting the findings. The guide also includes easily accessible worksheets, templates and plans. Available in [English](#) and supported by a [Workbook](#).

Independent evaluation

Independent evaluators, who may include organizations such as universities or research institutes or consultancy organizations with expertise in gender-based violence, may help to strengthen or coach an internal evaluation team and might be useful for evaluating a security initiative in the following contexts (*adapted from [CIDA, 2006](#)*):

- The implementing organization or donor wants to ensure objectivity, to give greater credibility to positive results obtained and provide ideas and suggestions of how to improve the initiative. It might be particularly useful if issues are particularly sensitive or survivors are not happy with programme results (e.g. women report that police response has worsened, while police report improved response times and better treatment of survivors).
- Data collected for monitoring is complex or weak and requires an experienced evaluator who can adapt the methodology and strategy to complete the evaluation in the absence of full data set. For example, when:
 - A wide variety of information-gathering methods will be used, requiring detailed comparison and analysis. This may involve quantitative and qualitative data collection methods with security institutions, oversight bodies, as well as other service providers, community groups and survivors.
 - Evaluation data are obtained at different points in time and they need to be analyzed to see what changes have occurred and why. This may be challenging where records have not been kept consistently overtime and there are gaps in the data and expert advice may be needed.
 - It is unclear what information is needed to answer evaluation questions (e.g. whether the focus should be on evaluating security sector institutional capacity, the legal and policy framework, service delivery and/ or oversight).

General Considerations for using an independent evaluator (*adapted from [Women against Violence Europe, 2006](#) and [Popovic, N., 2008](#)*)

- The terms of reference for an independent evaluator should clearly state the issues to be included in the evaluation, and the assessment team should explicitly require at least one member to have gender and ideally violence against women expertise. If this is not possible, specific gender-based violence briefings should be scheduled for the assessment team, including orientation on specific [methodologies for gathering data](#) on violence against women and [ethical practices](#) for engaging women and girls.
- Where funds are not available for large-scale independent evaluations, a security institution can invite an expert from outside to conduct periodic evaluation seminars to develop internal evaluation capacity.
- Independent organizations can apply for funding either from the government or international donors to conduct their own monitoring and evaluation of security institutions. For example, a consortium of research and women's organizations conducted an independent evaluation of [Women Police Stations in Latin America](#).

Example: Comparative study of initiatives to improve access to justice for women in situations of violence (Brazil, Ecuador, Nicaragua, Peru)

The independent comparative analysis conducted from 2007-2008 on the contributions of women's police stations to access to justice for women in situations of violence and the exercise of their rights used a variety of participatory methods. The study aimed to make proposals for the improvement of public policy in the sector and evolved through coordination among researchers working on the Stations, starting in Nicaragua and Brazil, who had previously studied the Stations and had national and/or local levels contacts. In Ecuador, Peru and Nicaragua, where the Stations are national institutions, national permission was granted for the work. In Brazil, where the relevant police force is a state-level body, permission was granted by the relevant state police official. In all cases, the Stations were consulted on an ongoing basis throughout the study, along with other stakeholders. The researchers recognized the need for a comparative study due to the importance of the Stations across Latin America and the lack of existing regional studies. A preliminary literature review and consultation with specialists informed the project design.

The project involved [International Development Research Centre](#) (as the main donor); research centres – academic and non-governmental centres renowned for their research on violence against women, gender and women's rights; and the Stations. The Centre for Planning and Social Studies (Ecuador) led the study, in partnership with: the University of Campinas Gender Studies Department (Brazil), InterCambios/PATH (Nicaragua), and the Flora Tristán Women's Centre/ Manuela Ramos Movement (Peru). The York University Centre for Research on Latin America and the Caribbean (Canada) also collaborated in the project.

Participatory methods used by the regional research team in the study included:

- Collaboration in the design of each phase, on the research components and during analysis of the results;
- Consultations with national and/or local stakeholders, especially the Stations, other state institutions, feminist and women's organizations, researchers, and local networks. Regular meetings were held to present the research design and preliminary findings at each stage, invaluable for ensuring the relevance of the research, improving access to information, and building ownership of final results.

An [ethical protocol](#) was designed focused on: safety and security of research participants/researchers, confidentiality, scientific rigour, and creation of benefits.

The study used an integral women, intersectionality, and power analysis. Instead of analyzing whether the Stations met their institutional mandates, the framework focused on examining women's perceptions of violence against them and access to justice, as well as their paths to gain access to justice and eliminate violence. The Station models and services were studied in terms of their responses to women's expectations and their contributions to defending women's rights based on states' regional and international human rights obligations. The research proceeded in three key stages:

- A [mapping study](#) of the models with a historical and national scope (in English, Spanish and Portuguese).
- A representative, population-based survey of adult women in each research site, covering their knowledge and perceptions regarding their rights, violence against women, and the Stations. (in Spanish - [Ecuador](#) and [Peru](#); Portuguese for [Brazil](#))
- In-depth and exit interviews with survivors, and interviews with Station operators and authorities, other state institutions, women's organizations and others that provide specialized services. Interview [guide](#) and [protocol](#) available (in Spanish).

See the full [case study](#).

Source: Nadine Jubb, 2010, based on Jubb, et. al., 2010, [Women's Police Stations in Latin America: An Entry Point for Stopping Violence and Gaining Access to Justice](#). CEPALES.

Uptake of evaluation findings

To ensure that evaluation findings actually inform the development and implementation of future security initiatives on violence against women, the following actions should be considered in presenting results and recommendations ([OECD/ DAC](#), 2011):

- *Present the evaluation in an accessible format:* The language should be easy to understand and recommendations concrete (i.e. realistic actions) and prioritized to help guide policy-makers and programme designers.
- *Invite key stakeholders, particularly survivors where feasible, to preview and respond to the evaluation before publication:* The process is also important to help identify the most appropriate manner to present sensitive information (e.g. specific communities where police abuses have been reported) and should enable them to make suggestions and clarifications for consideration by the evaluation team, and will allow for greater 'buy-in' of evaluation findings.
- *Explicitly note the responses required by various stakeholders:* Recommendations should be developed to address the findings, specifically noting the steps to be taken by actors initiating the evaluation (e.g. donor, government body or civil society group) as well as the institutions being reviewed (e.g. ministries of defense, national police directorates, etc.), particularly noting on institutional obligations to respond or uphold specific policies and procedures, or practices by personnel.
- *Encourage senior security actors, decision-makers and/or programme managers to publish a formal response to the evaluation and facilitate the development of an appropriate response.* Institutional responses may detail the planned or potential actions of the relevant body and timeframe for implementation. These can be released jointly with a presentation of the evaluation findings and recommendations, and potentially integrated when the report is published. Institutional requirements for responding to evaluations should be reviewed and encouraged.
- *Ensure that evaluation results inform future planning and programming:* Whether evaluations are part of an ongoing programme or conducted at the closure of an initiative, the results should consider how the findings can have the widest reach beyond the specific intervention and where possible, present results to all stakeholders working on the issue to consider in their own work. For example, an evaluation of a pilot training programme in one district can be presented to the national police training academy to ensure lessons from the initiative can inform development of future pilots elsewhere). Evaluation teams should also advise how results can be fed into future planning phases as part of the evaluation process.

Key Tools

- ***Handbook on Security System Reform: Supporting Security and Justice: (Section 10) Monitoring and Evaluation*** (Organisation for Economic Development and Cooperation, 2011). This section of the handbook is primarily for practitioners involved in the design, monitoring and evaluation of security sector reform programmes. The handbook provides a general introduction on the principles and purposes of monitoring and evaluation, how to monitor and evaluate security sector reform programmes, building on introductory guidance on M&E in the 2008 version of the [handbook](#). Available in [English](#).
- ***Security Sector Reform Assessment, Monitoring and Evaluation and Gender: Tool 11 in the Gender and Security Sector Reform Toolkit*** (Popovic, N, in eds. Megan Bastick and Kristin Valasek, 2008). This tool is for individuals responsible for security sector reform working within security institutions, national government and parliament, international/ regional organizations and donors, and civil society organizations. Part of a larger toolkit, the guide covers how to include a gender perspective in the different approaches and tools used for monitoring and evaluation of the sector. Available in [Arabic](#); [English](#); [French](#); and [Indonesian](#).
- ***Performance Standards and Assessment Tool for police services addressing cases of violence against women*** (Philippine National Police, 2008). This tool is designed to generate data for monitoring and evaluating the service provider's level of compliance to the Philippine Government's anti-VAW policies. Data generated can also be used as a tool in setting priorities in planning, particularly for budgeting on gender issues. A full case study on this tool is available in the [Legislation module](#). Available in [English](#).
- ***The Police That We Want: A Handbook for Oversight of Police in South Africa*** (Bruce, D. and Neild, R., Johannesburg: Centre for the Study of Violence and Reconciliation, 2005). This Handbook is a resource for people involved in police oversight in South Africa, although it may be adapted for use in other contexts, where reforms aim to bring policing in line with democratic principles. The Handbook identifies and discusses key measures relevant to evaluating police performance, and lists 39 key areas together with a checklist on how the indicators can be measured. The indicators are grouped according to five areas, and although they do not refer directly to violence against women, non-discrimination and human rights references can be further adapted for the issue. Available in [English](#).

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