

INTEGRATING A GENDER APPROACH INTO POLICE-PUBLIC PARTNERSHIPS



In 2004, the OSCE participating States adopted a Plan of Action to promote gender equality in all OSCE policies, programmes, projects and activities.

The present fact sheet aims at facilitating the implementation of the **Gender Action Plan** and the **Ministerial Council Decisions** 14/05 (on preventing and combating violence against women) and 15/05 (on women in conflict prevention, crisis management and post-conflict rehabilitation).

The fact sheet shows linkages between the work of the police-public partnerships and gender considerations. Without being exhaustive, it aims at providing OSCE police advisers, their implementing partners and other relevant staff with an introduction to the **basic knowledge of mainstreaming gender in community policing**.



"The police are obliged to protect all citizens equally without discrimination and without distinction as to sex, race, colour, language, religion, opinion, social, national or ethnic origin, property, birth or other status."

OSCE Guidebook on Democratic Policing,
Art. 36,
Vienna, 2008

What are Police-Public Partnerships?

Police-public partnership (also known as: community policing) is a philosophy and organizational strategy promoting a partnership-based, **collaborative effort between the police and the community** to more effectively and efficiently identify, prevent and solve problems of crime, the fear of crime, physical and social disorder, and neighbourhood decay in order to improve the quality of life for everyone¹.

The goal is the creation of a **professional, representative, responsive and accountable institution** that works in partnership with the public offering services to the community². In order to meet community needs and effectively provide necessary service to their fellow citizens, **the police must gain public support** and take the main security concerns of different community groups into account.

¹ OSCE Good Practices in Building Police-Public Partnerships, Vienna, 2008, p. 5

² Groenewald, Hesta/Peake, Gordon: Police Reform through Community-Based Policing. Philosophy and Guidelines for Implementation, International Peace Academy, New York 2004, p. 1f.

Gender Matters in Police-Public Partnerships

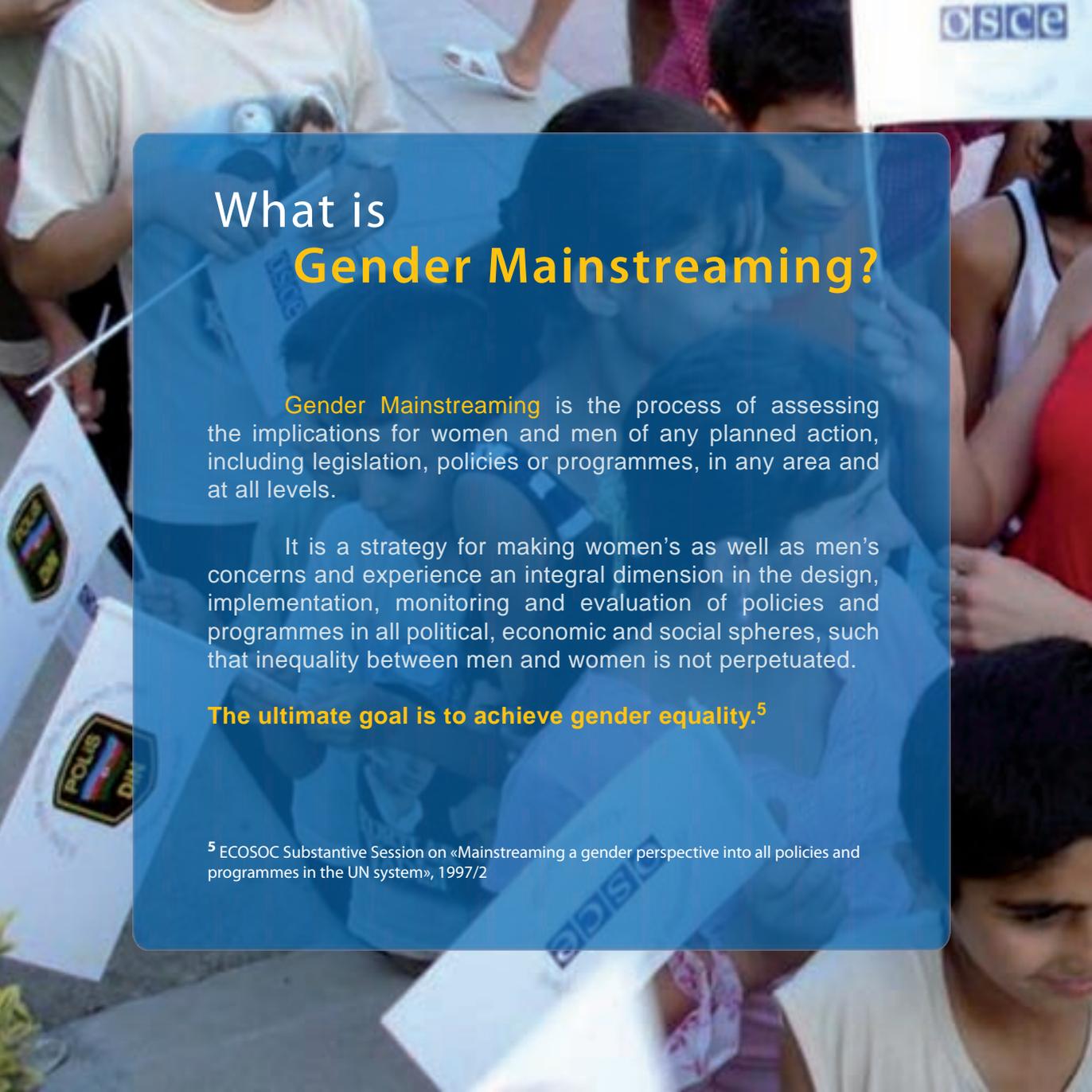
Crime statistics show that **men and women face different security threats**. For example, crimes against men such as robbery, assault and homicide take place predominantly in public areas whereas the main crimes against women such as domestic violence, sexual assault and rape often happen in the private sphere at home or the workplace³.

A prerequisite to gaining public support is providing for transparency of police operations and cultivating communication and mutual understanding between the public and the police. Thus, OSCE police-public partnership projects focus on measures to achieve **transparency and communication** such as the creation of forums for open discussion of crime and safety problems, the public dissemination of reports on crime and police operations, the establishment of mechanisms for the public to request police service, and outreach to minority groups⁴.

Mainstreaming gender into a police-public partnership project requires that male and female population groups have equal access to the police, are reached by police activities and are involved in any participatory measures according to their needs.

³ Denham, Tara, Police Reform and Gender. Gender and Security Sector Reform Toolkit, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008, p. 3

⁴ OSCE Guidebook on Democratic Policing, Vienna, 2008, p. 43ff.



What is Gender Mainstreaming?

Gender Mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.

It is a strategy for making women's as well as men's concerns and experience an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.

The ultimate goal is to achieve gender equality.⁵

⁵ ECOSOC Substantive Session on «Mainstreaming a gender perspective into all policies and programmes in the UN system», 1997/2

A group of people, including a woman in a red shirt and a man in a blue shirt, looking at a document. The background is a blurred image of a group of people, with a woman in a red shirt on the left and a man in a blue shirt in the center. The text is overlaid on a semi-transparent blue rectangle.

Gender Mainstreaming in the OSCE

The **2004 OSCE Action Plan** for the Promotion of Gender Equality emphasizes that “gender equality contributes to comprehensive security which is a goal of OSCE activities in all three dimensions.”

The vital and diverse roles women and men have in building security is furthermore recognized by the OSCE through the adoption of **MC.DEC/14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation**, which reiterates UNSCR 1325 on Women, Peace and Security.

The **OSCE framework** necessarily entails integrating a gender perspective in all OSCE policies, programmes, projects and activities by applying gender mainstreaming as a strategy.

HOW TO MAINSTREAM GENDER

Among the benefits

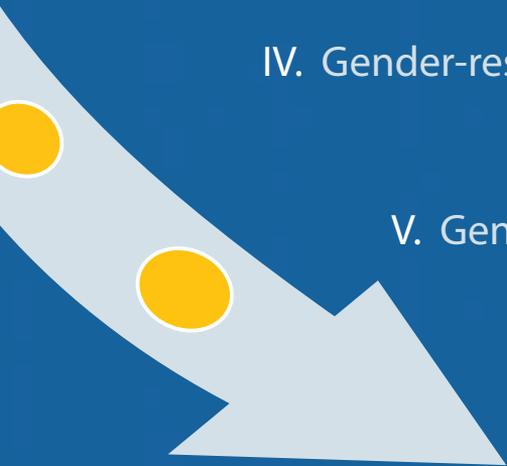
of mainstreaming gender
into police-public partnerships:

- o **improved security situation**
for all;
- o **improved project effectiveness**
by stretching coverage
to the whole population,
including women and girls;
- o **increased public support**
for police;
- o **increased police transparency.**



INTO POLICE-PUBLIC PARTNERSHIP PROJECTS

FIVE STEPS FOR GENDER MAINSTREAMING

- I. Gender-sensitive Situation Analysis
and Needs Assessment *p. 10*
 - II. Gender-responsive Project Planning *p. 13*
 - III. Gender-sensitive Set-up of the Project Structure *p. 14*
 - IV. Gender-responsive Project Implementation *p. 16*
 - V. Gender-responsive
Monitoring and Evaluation *p. 20*
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I. GENDER-SENSITIVE SITUATION ANALYSIS

The easiest way to mainstream gender into a project is **to 'think gender'** from the beginning and conduct a gender analysis before drafting the project proposal.

A gender analysis enables programme managers to identify the differences between women and men as well as boys and girls regarding their **specific activities, conditions, concerns and needs**, as well as access to and control of resources and decision making processes with respect to the objectives of the project.

A gender analysis is carried out by using different tools such as desk research looking into existing documents on the relevant **legal and policy framework**, conducting **surveys** and research using **sex-disaggregated data** and validating results of the analysis in focus group discussions or participatory workshops with relevant stakeholders and beneficiaries.



AND NEEDS ASSESSMENT

KEY QUESTIONS TO ASSESS THE GENDER SENSITIVITY OF THE MAIN PROJECT PARTNER, THE POLICE, INCLUDE:

- o How does the police reach out to men, to boys, to women and to girls of the different community groups? How can they be reached by the different members of the community? Examples: police hotline, (mobile) police stations, patrolling officers etc.
- o How does the police react when gender related crimes such as domestic violence, sexual abuse of children, rape or trafficking in human beings are reported? Are transfer mechanisms in place for victims to receive psycho-social support and legal advice? Are police officers aware of them and do they inform victims accordingly? Are police officers trained on gender-sensitive interviewing and counselling?
- o What is the gender ratio of the police project? What positions are occupied by male and female employees of the police forces? Who is involved in police-public partnership, investigations etc.?
- o How does the code of conduct of the police forces reflect upon gender equality and respect of diversity?

Example from Azerbaijan

A gender needs assessment workshop illustrated differences. It showed that the main security concerns included...

... for men:

- a) access to legal rights,
- b) sexual abuse of boys;

... for women:

- a) domestic violence,
- b) sexual abuse of children.

- o Is any anti-discrimination and harassment policy in place and how is it implemented?
- o To which extent do operational protocols and procedures consider gender aspects? Are topics such as gender mainstreaming and diversity, gender-based violence, communication with male and female members of the community covered in education and training of police officers? If yes, how? (length and intensity, who are the trainers, training methodology etc.)
- o How transparent are the policing structures to the different groups of the public?

**What to do
if gender was not considered
while planning the project?**

A gender sensitive situation analysis can be done at any stage of the project.

Based on the outcome certain parts of the project can be re-designed adapting ongoing project activities and/or introducing new ones.



**KEY QUESTIONS
TO ASSESS THE SECURITY NEEDS
OF MEN, WOMEN, BOYS AND GIRLS:**

- o What are the main security threats faced by each of the population groups - women, men, boys and girls - in a given community?
- o In which areas and when do these security threats appear, e.g. in public, at the workplace, at home, in school?
- o What kind of mechanisms for prevention, protection and prosecution exist already?
- o What kind of mechanisms for the support of male, female and child victims of crime exist for each one of these groups? What is their awareness of these mechanisms?
- o What might hinder men, women, girls and boys from approaching the police when their security is threatened?

II. GENDER-RESPONSIVE PROJECT PLANNING



Based on the gender-sensitive situation analysis the project proposal should be **developed defining project objectives, outputs and activities** as well as a monitoring and evaluation system (success indicators) **reflecting the gender situation**.

Within the project budget, **sufficient resources** have to be allocated for any planned gender activity such as **training** for project staff, gender training for project partners, involvement of a **gender mainstreaming expert** in project development, monitoring and evaluation etc.

III. GENDER-SENSITIVE SET-UP OF THE

A. OSCE PROJECT MANAGEMENT:

Gender mainstreaming is not the task of one individual person but has to be taken into account **by the whole team**.

In order to ensure gender mainstreaming the following should be considered:

- Use gender sensitivity as a criterion when selecting project staff and project partners;
- Conduct gender mainstreaming training for all staff members and, possibly, project partners;
- Involve an external gender mainstreaming expert at certain stages of the project;
- Ask the OSCE Gender Section for input on the project proposal.

B. ORGANIZATIONAL STRUCTURES WITHIN THE PROJECT:

To achieve gender mainstreaming in project implementation a gender balance and gender sensitivity should be ensured in **all organizational structures of the project** involving different stakeholders such as steering boards, safety or crime prevention boards, community advisory boards or groups etc.

This means:

- Selecting both men and women;
- Applying gender sensitivity and knowledge of gender issues among the selection criteria;
- Selecting at least one person who is experienced in working on gender-based violence.

PROJECT STRUCTURE

WHO CAN HELP?

The Gender Section in the Office of the Secretary General provides assistance in mainstreaming projects, finding gender experts and providing gender advice. The OSCE Training Section offers gender mainstreaming training for all OSCE staff.



IV. GENDER-RESPONSIVE PROJECT

A. EVENTS

(ROUND TABLES, CONFERENCES, WORKSHOPS, MEETINGS, TRAININGS):

Organising an event on police-public partnership usually brings together police and members of the community. Based on the questions of the gender analysis, a gender perspective can be integrated into the event's theme. Furthermore, **gender balance in the panel** should be sought. In a police-public partnership project it is recommended to apply a multi-agency approach thus also fostering cooperation between police and the community, including NGOs.

If events are organised **both women and men should be invited** and have the possibility to attend and speak freely. It may be necessary to do some outreach in order to allow more women to attend events. In planning time and location the different roles, responsibilities and needs should be taken into account.

Furthermore, all **publications related** to the event (invitations, leaflets, agenda, press release, reports, speaking points etc.) should highlight the gender aspect of the event and try to make it appealing to both men and women (e.g.. Using photographs representing both sexes).

A gender-sensitive project implementation requires **regular communication with stakeholders** and beneficiaries involved to seek their feedback about the ongoing activities in relation to their specific needs and concerns.

Furthermore, all activities such as meetings, round tables, conferences, advocacy and communication strategies, reporting, briefings and speeches **need to relate to gender issues** relevant for the project.⁶

Objective:

To improve communication and exchange between police and male and female populations.

Output:

The police are regularly informed about the concerns of the population and let them know what they are doing.

⁶ For further information see OSCE: Gender Mainstreaming in OSCE Events, Vienna 2006

IMPLEMENTATION



TIME AND LOCATION MATTER!

Women's responsibilities often include taking care of the household, children and other family members. Therefore, they might be available only at certain times.

A location should be easy to reach and comfortable for both men and women. For example, a cafe or bar that is exclusively used by men will not attract female participants or if the location is far and needs travelling over a certain distance, a travelling woman with several men might not be at ease or if participants have to stay overnight away from home, the participation of women might be out of question.

Activity:

Establishment of forums of exchange such as community advisory boards, neighbourhood meetings etc.

Indicators:

Quantity and quality of information increases; joint police-public working groups are established and gender-balanced or at least include women.

B. ADVOCACY AND COMMUNICATION STRATEGY:

- **Press release:** a press release should highlight the gender issues to be raised during the event.
- **Feature story:** a feature story could highlight women's experiences and needs in the context of the theme. Or, for example, on a topic such as sexual abuse of children, it could highlight the specific issues for boys.
- **Interviews:** Gender related questions should be included in all interviews. Furthermore, gender balance among the interviewees should be sought.
- **Photographs:** photographic documentation of the event should be gender balanced – i.e. include photos of women as well as men, and avoid the depiction of stereotypes such as women as victims only.
- **Documents:** documents distributed at the event and afterwards should include gender-related research and reports.

Objective:
To develop a local security agenda reflecting the needs of male and female community members.

Activity:
Joint police-public working groups on security aspects relevant to different groups such as domestic violence, bullying, drugs, sexual abuse etc.

Output:
A strategy for response is developed.

Indicators:
A local security agenda with different response strategies has been adopted by the responsible body.

Objective:

To foster co-operation between police and relevant organizations in order to work on the prevention of gender-based violence, the protection of victims and the prosecution of perpetrators.

Activity:

Joint information campaign by police and relevant organizations about gender-based violence, legal rights and possibilities for psycho-social support as well as the importance of testifying as witness.

Output:

Victims of gender-based violence are referred by the police to relevant organizations in order to receive support.

Indicators:

Number of victims identified by police and referred to relevant organizations increases by x%; number of victims testifying as witnesses increases by x%.

C. REPORTING AND DOCUMENTATION (REPORTS, BRIEFINGS AND SPEECHES):

When reporting on the project, gender relevant facts should be included and gender-sensitive language used, e.g.:

- o Mentioning **how many men, women, boys and girls** attended a certain event and if necessary explaining why a certain group was dominant;
- o Providing information on **gender balance in project bodies** such as the community advisory boards and its benefits;
- o Describing **what topics** were perceived as relevant and discussed by men and women and what differences were expressed;
- o Emphasizing the **main security concerns** for men and for women in the community and how the project activities tried to tackle them.

V. GENDER-RESPONSIVE MONITORING

Monitoring and evaluation are key to any successful project. They show the impact of the police-public partnership project on different levels and provide the project team with valuable lessons for any follow-up project.⁷



TAKING GENDER INTO ACCOUNT MEANS:

- o developing **gender sensitive indicators** (see previous examples);
- o collecting **sex-disaggregated data**;
- o analysing **obstacles** that might have prevented certain groups of the population from participating in the project activities, e.g. mainly men attended neighbourhood meetings due to the time of the meetings;
- o collecting **feedback** from men and women for the evaluation, e.g. male and female police officers, male and female representatives of the steering group, the community advisory boards and crime prevention councils, male and female representatives from the beneficiaries such as NGO representatives, teachers, government officials, journalists etc.;
- o analysing the extent to which **project results** have contributed to improving gender equality;
- o involving a **gender mainstreaming expert** in the evaluation if necessary; making **recommendations** for follow-up projects integrating gender aspects.

⁷ For specific evaluation questions and tools on community policing see OSCE: Good Practices in building Police-Public Partnerships, Vienna 2008 p. 58ff.

AND EVALUATION



TOOLS FOR CONDUCTING MONITORING AND EVALUATION

- o public perception **surveys and focus group interviews** on police performance and the safety and security situation for men, women, boys and girls in the community;
- o workshops with all **stakeholders which also explicitly discuss** obstacles the project had to face in addressing gender and cultural issues and noting lessons learned;
- o records of **police-public activities reporting** on the number of women and men attending, the topics discussed and their relevance to male and female perceptions;
- o analysis of the sustainability of formal and informal **public forums**;
- o internal and public **feedback** on the police (accessibility and responsiveness of the police to different groups of the population such as men, women, minority groups etc.);
- o analysis of **media reports**.

WHERE TO READ MORE

Denham, Tara: Police Reform and Gender. Gender and Security Sector Reform Toolkit, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008

OSCE: Aide-Mémoire on Gender Mainstreaming Projects, Vienna, 2006

OSCE: Filling the Gaps, Vienna, 2008

OSCE: Gender Mainstreaming in OSCE Events, Vienna, 2006

OSCE: Good Practices in building Police-Public Partnerships, Vienna, 2008

OSCE: Guidebook on Democratic Policing, Vienna, 2008

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