



DPKO/DFS GUIDELINES FOR INTEGRATING GENDER PERSPECTIVES INTO THE WORK OF UNITED NATIONS POLICE IN PEACEKEEPING MISSIONS

June 2008

United Nations
Department of Peacekeeping Operations
and Department of Field Support



These Guidelines are designed primarily for UN Police with the objective of building their capacity to support national police in a peacekeeping host country to undertake activities which promote gender-sensitive policing practices, for both men and women in the community. As the first set of gender guidelines to be developed for UN Police officers in peacekeeping missions, an initial field-testing phase is envisaged, during which critical inputs and lessons learned

will be collated to further enhance the content of the Guidelines. This piloting phase is expected to span the first two years of implementation.

The Guidelines are relevant for all peacekeeping missions and serve as a tool to assist UN Police in operationalizing their obligations under the 2006 Policy Directive on Gender Equality in United Nations Peacekeeping Operations and Security Council resolution 1325 (2000) on Women, Peace and Security.



DPKO/DFS GUIDELINES
FOR INTEGRATING GENDER PERSPECTIVES
INTO THE WORK OF UNITED NATIONS POLICE
IN PEACEKEEPING MISSIONS

June 2008

Contacts and Copyright

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Cover image (front): graduation ceremony for 493 newly trained police officers (former SPLA soldiers trained with the assistance of UNMIS) – the graduating class included 69 women.

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Cover image (back): female United Nations police officers of the United Nations Mission in Timor-Leste (UNMIT). © UN Photo/Martine Perret

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Foreword

Security Council resolution 1325 (2000) on Women, Peace and Security recognizes that women, men, girls and boys experience conflict and post-conflict situations differently.¹ This Security Council resolution underlines the need for gender-sensitive approaches to the restoration of peace and stability in post conflict contexts and, more specifically, the need to incorporate a gender perspective into all aspects of peacekeeping operations. In November 2006, the Department of Peacekeeping Operations (DPKO) adopted its Policy Directive on Gender Equality in Peacekeeping Operations² which outlines core obligations for all peacekeeping staff to facilitate gender mainstreaming and the promotion of the goal of gender equality.³

The United Nations Police (UN Police) components in contemporary DPKO missions are mandated to carry out reform, restructuring and rebuilding activities for the national police and law enforcement agencies. The UN Police past roles in earlier peacekeeping missions as monitors and observers have thus evolved to more substantive roles as mentors, advisers and trainers of the national police. These expanded roles require that UN Police personnel be equipped with the necessary tools to translate United Nations mandates on gender equality into practice. However, for UN Police deployed to peacekeeping missions, there is very limited specific guidance on gender mainstreaming to support their work. To address this gap, DPKO has developed for peacekeeping missions these Guidelines for Integrating Gender Perspectives in National Police and Law Enforcement Agencies. The Guidelines can be used to inform policy and operational activities in a systematic way. Equally, these Guidelines support the Department's overall efforts to serve as a standard-setter in promoting gender-sensitive policing in post-conflict countries.

The Guidelines were developed by UN Police gender focal points, governmental and non-governmental gender experts, and strategic partners from

Member States who convened at a workshop held in Brindisi, Italy, in March 2007. The workshop was organized as a collaborative undertaking between the Police Division and the Gender Office of DPKO. I would like to thank the organizers and participants for their efforts, and I hope that these guidelines provide all UN Police in the field with an effective tool to enhance their day-to-day work. ■

A handwritten signature in black ink, appearing to read 'Andrew Hughes', with a stylized flourish at the end.

Andrew Hughes

Police Adviser, Police Division, ROLSI/DPKO

17 June 2008

Purpose

These Guidelines are designed primarily for UN Police with the objective of building their capacity to support national police in a peacekeeping host country to undertake activities which promote gender-sensitive policing practices, for both men and women in the community. As the first set of gender guidelines to be developed for UN Police officers in peacekeeping missions, an initial field-testing phase is envisaged, during which critical inputs and lessons learned will be collated to further enhance the content of the Guidelines. This piloting phase is expected to span the first two years of implementation.

The Guidelines are relevant for all peacekeeping missions and serve as a tool to assist UN Police in operationalizing their obligations under the 2006 Policy Directive on Gender Equality in United Nations Peacekeeping Operations and Security Council resolution 1325 (2000) on Women, Peace and Security. UN Police, in their mentoring role, should use these Guidelines, first, to ensure that the national police, in implementing reforms, are aware of the requisite gender dimension; and, second, to evaluate whether the desired results are being achieved. In peacekeeping operations where UN Police have primary policing responsibility, UN Police, themselves, should follow these Guidelines. When the time comes to transfer executive police responsibility to local counterparts, UN Police should use these guidelines to ensure an effective transfer of knowledge and practice. ■

Scope

These Guidelines are aimed first and foremost at UN Police officers in the field, working with national police and law enforcement agencies. The Guidelines address a range of issues of relevance to policing concepts, policy advice and development, recruitment, career development, training, and prevention and response to sexual and gender-based violence. These issues are especially important as UN Police is the only entity involved in executive law enforcement functions or in providing direct security support to national police and law enforcement agencies. UN Police are also increasingly being called on to focus efforts on the reform, restructuring and rebuilding (RRR) of national police and law enforcement agencies, as part of the capacity-building mandates of most peace operations. As a result, the Guidelines cut across the full spectrum of UN Police work with national police and law enforcement agencies, and they are relevant for all UN Police officers, including the Police Division and its Standing Police Capacity (SPC), in accordance with mandate scope ascribed to the police component of a peacekeeping mission. ■

Rationale

Promoting gender-sensitive policing in post-conflict countries helps ensure more effective policing practices. It also works to facilitate more democratic and inclusive policing, in line with standards promulgated by the United Nations. In most post-conflict contexts today, reforming and rebuilding the policing sector requires grappling with the lack of trust and confidence in the police on the part of the general population, who may lack confidence in the integrity in the police and may view them as inefficient and as much-divorced from their daily lives. The process of restoring trust in the police, thus, requires close engagement between the police and the general public in efforts to address security challenges that are specific to the post-conflict period. Some of these are gender-related challenges and include, among others, responding to gender-based violence crimes and addressing security concerns of women whose social status may have changed as a result of war – widows, single heads of households, etc.

The post-conflict environment also provides scope for building more democratic and inclusive national police services by capitalizing on the opportunities which open up for women to venture into non-traditional professions, including the police service. The benefits of increased participation of women in law enforcement have been widely documented, particularly in more developed countries where improved gender balance ensures access by all members of the population to the police and law enforcement agencies, and also ensures the application of a much broader range of police skills, approaches and perspectives. This is a two-pronged strategy of improving gender balance, while incorporating a gender perspective in police duties, which thus increases accessibility to the police service, as well as the professionalism of the service.

UN Police serve as standard-setters and facilitators of processes aimed at ensuring that reformed and restructured policing institutions in post-conflict

countries perform to the highest international policing standards. As such, UN Police have a duty and a responsibility to champion gender-sensitive policing practices. The development and use of these guidelines provide UN Police with an important tool to facilitate and monitor all efforts to ensure that police forces in post-conflict settings are truly accessible to all members of the community they serve – both women and men. ■

References

These Guidelines are intended to assist UN Police in operationalizing their obligations under DPKO's Policy Directive on Gender Equality, earlier referenced. They should also be read in conjunction with the DPKO Policy Directive on Support for the Reform, Restructuring and Rebuilding of Police and Law Enforcement Agencies (18 December 2006).

In addition,

Gender Mainstreaming in National Police and Law Enforcement Agencies

The following section outlines key objectives and considerations for gender mainstreaming, followed by checklists of actions which can be taken, as appropriate in a mission context, in relation to:

1. Democratic policing
2. The composition of the national police, including:
 - a) Recruitment
 - b) Career development
 - c) Ensuring non-discrimination in the workplace
3. Training
4. Preventing and responding to sexual and gender-based violence (SGBV)
5. Executive policing mandates and the functioning of Formed Police Units (FPU)

E. 1. Democratic Policing

Gender objectives for democratic policing

- Promote measures to ensure that police services are equally accessible and responsive to the needs of women and men in the community.
- Facilitate the establishment of sound working relationships between the police and women's organizations and community groups representing the interests of women and children, both for policy level issues and operational concerns.

- Ensure that the police have a Public Information Office or Press Officer to highlight and share information on the relevance of policing work to addressing gender issues in the community.
- Establish an accessible mechanism for the public, especially women, to provide feedback to the police on their performance.

Gender considerations in democratic policing

The police must make a concerted effort to gain the public's trust. Police will have to invest time and effort to forge solid working relationships with local community groups, and to discover what their needs are and respond to them. Building a network of regular contacts in civil society is one of the best ways to bridge what is often a wide gap between the community and the police. Explicitly building a relationship based on trust and mutual exchange of information with groups representing women and children is an important element. To achieve this objective, many police in post-conflict countries have established community police units.



▲ UNPOL officers visit IDP camp, December 2007. © UN Photo/Martine Perret

The Kosovo Police Service (KPS) has created Community Safety Action Teams (CSAT). Based on the principle that “police are the people, and the people are the police,” the CSATs strive to define roles of cooperation and collaboration for law enforcement professionals and community members, alike.

Similar projects endeavor to:

- Develop new and support existing relationships between community members, local government officials and police
- Find local solutions to local problems through partnership-building and problem-solving
- Reduce/prevent crime and increase community safety, security and wellness

Officers assigned to community police units are carefully screened and receive specialized training on building community partnerships, problem-solving, conflict resolution, problem analysis, action-planning and team-building. These units reflect the ethnic diversity of their respective communities and seek to have gender balance.

Women must be involved in all consultations for designing community policing policies, to ensure that their security priorities are reflected. For example, women may have a different view on what crimes need priority attention, which parts of the neighborhood may be particularly dangerous, and

One of the most effective tools of the KPS Gender Unit has been its close links to the broad-based Kosovo Women’s Network, a group of 85 non-governmental organizations (NGOs) focusing on women’s issues. The KPS Assistant Deputy Commissioner is a member of the Women’s Network and his work with the Network was the impetus for establishing the Gender Unit inside the KPS. It began when the Assistant Deputy Commissioner attended a training of trainers for gender advisers given by the United Nations Development Fund for Women (UNIFEM), a key partner of the Women’s Network. According to the Director of the Women’s Network, the two organizations are now working together on domestic violence, trafficking and other issues. “We have good collaboration at the municipal level. We do joint campaigns and the KPS is always there as a participant, speaking out and advocating for action.”

what approaches are most likely to be successful in preventing crime and providing security to the population. Women should be seen as agents in planning and not merely as beneficiaries of new community policing practices.

The public must also be informed of its new roles and responsibilities, if democratic policing is to take root. The police, along with other national and international actors such as human rights groups, non-governmental organizations (NGOs), UN Police and other components of United Nations missions play roles in explaining to the population their duty to provide information to the police, to appear as witnesses, and to offer assistance in solving and preventing crime. This may be difficult, especially at the start, for people who have experienced nothing but violence, brutality and repression from the old “forces of order.” One way to accelerate and intensify the process is by ensuring that the population cultivates a sense of civic duty by participating in policy debates, and exercising watchdog functions over the police and all government institutions. Again, the involvement of women’s groups, at the policy level and as part of the oversight process, is an important means by which perceptions and institutional cultures related to policing can be changed.

Checklist for Gender Considerations in Democratic Policing

Ensure that the police establish sound working relationships with women’s organizations and community groups representing the interests of women and children:

- ✓ Appoint a gender officer for the national police and create networks for the police gender officer both with the international community (e.g. the mission’s Gender Adviser, UNIFEM, the United Nations Children’s Fund (UNICEF)) and within the national government (e.g.: Ministry of Interior, national human rights institution, ministry responsible for women/gender affairs).
- ✓ Co-locate UN Police community police experts with local counterparts, in order to facilitate intensive mentoring and to ensure that the planning and implementation of outreach activities take account of gender issues.
- ✓ Obtain from the mission’s Civil Affairs component a comprehensive community profile and a community services directory.
- ✓ Ensure that the Police maintain a comprehensive and up-to-date list of contacts for community organizations, NGOs, women’s groups and civil society.
- ✓ Involve women’s groups in consultations on policy level issues; and, at the operational level, ensure regular consultations with women as sources of information on security and crime concerns in the area of responsibility.

✓	Establish contacts with traditional leaders and understand customary conflict resolution mechanisms and mediation procedures, and how they affect women differently than men.
✓	Create a specialized unit in the police responsible for community relations that is gender and ethnically balanced.
✓	Jointly assign male and female officers to all patrols, whenever possible; emphasize foot patrols as a way to break down barriers between the police and the community.
✓	Pay attention to gender issues in crime analysis. Always record whether people, even in social disturbances, are male or female, as well as their approximate ages.
✓	Establish regular meetings and communications between community police units and local police community boards or forums which represent the community's interests, including women's concerns. (Where possible, encourage women to occupy leadership posts on these boards or forums).
✓	Establish regular meetings with women community leaders.
✓	Identify some action that will yield a "quick win" or "quick impact" to help gain both women and men's trust, support and cooperation in the community (e.g.: organize trash clean-up, paint a school or fix a playground).
✓	Use the meetings of community boards as recruiting opportunities, encourage women to apply to join the police force, always including women officers who can describe their work.
✓	Establish a data base of women police officers who can actively promote and participate in community based policing and related activities.

Ensure the police have a Public Information Office or Press Officer to highlight the relevance of policing work to addressing gender issues in the community:

✓	Create a Public Information Office for the police that has trained personnel and is gender balanced.
✓	Produce high visibility events about law, public safety and the role of the population. Feature materials that draw attention to gender-related crimes (e.g.: domestic violence, sexual abuse, trafficking, child abuse, prostitution, HIV/AIDS, forced marriages).
✓	Visit schools and include age-appropriate information on identification and prevention of child abuse, domestic violence and related crimes.
✓	Announce weekly crime statistics, highlight trends, improvements and deteriorations, including in relation to sexual and gender-based violence and any actions taken to address police misconduct or abuse of power.
✓	Participate in community meetings, radio/TV call-in shows, visit schools, markets, festivals and other public gatherings to explain the work of the police and answer questions from the public.

Establish an accessible mechanism for the public, especially women, to provide feedback to the police on their performance:

- ✓ Create a public complaint procedure for the public, which is accessible to women and includes the possibility to complain confidentially to female officers about sexual and other misconduct of police officers.
- ✓ Publicize the existence of the complaints procedure through the community police boards, the police Public Information Office and through women's organizations and networks.
- ✓ Monitor complaints received and note any relating to gender: discrimination, harassment or failure to take gender-based crime (including domestic violence) seriously.
- ✓ Disaggregate data to reflect police performance that has an impact on gender.

Ensure national police have good access to key international actors:

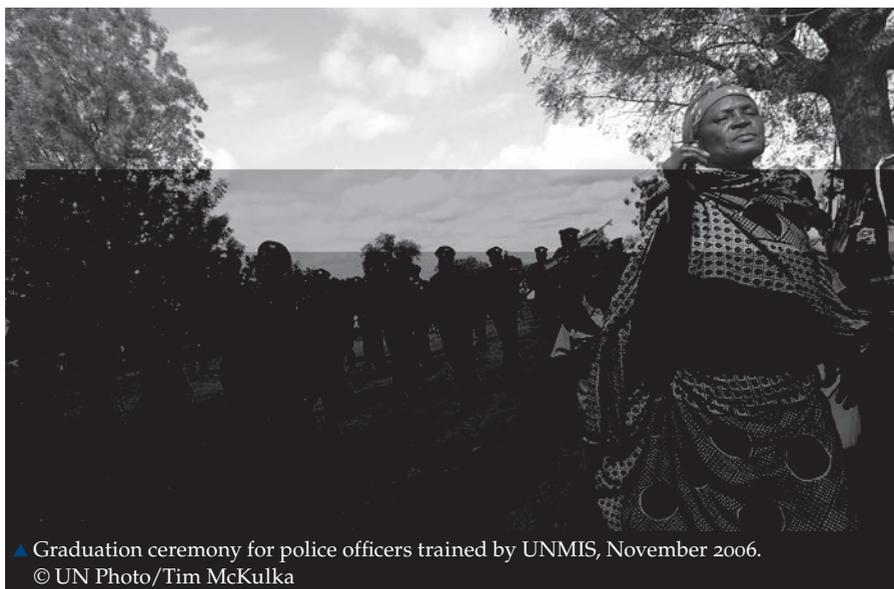
- ✓ Convene regular meetings among the national police, United Nations Country Team (UNCT), UN Police and other key components of the United Nations Mission (civil affairs, human rights, political affairs, rule of law, gender, child protection, etc.).
- ✓ Ensure that the national police have good access to major bilateral donors to provide support for gender-related policing activities.

E. 2. Composition of the National Police

E. 2. 1. Recruitment

Gender objectives for recruitment

- Encourage the national police to seek gender balance throughout the police service, at all levels and in all departments.
- Ensure that selection criteria for membership in the police are relevant to the skills and tasks needed to perform police work effectively.
- All selection committees for entry in the police service and for promotions should be gender balanced and apply strictly objective criteria in making decisions.
- Due to pervasive discrimination based on gender in many post-conflict states, women may lack necessary credentials to qualify for the police. Special programmes that allow women to gain these credentials should be encouraged, wherever possible.



▲ Graduation ceremony for police officers trained by UNMIS, November 2006.
© UN Photo/Tim McKulka

Gender considerations regarding recruitment

Police must ensure that its ranks are sufficiently representative of the community it serves. This means that police services, especially those in post-conflict states, must actively recruit more women and ensure representation from all ethnic, religious, racial and other groups. The more the national police reflect the actual society they serve, the greater chance they have of working productively with the population to prevent crime and protect rights.

In Liberia, the requirement of a high school diploma for police service severely restricts the potential pool of applicants. Liberian women, even in peacetime, had limited access to secondary education. In wartime, it was even lower. Thus, finding women with the requisite educational qualifications is a big challenge. The Liberian Nations Police (LNP) and UN Police have responded with an innovative idea, funded by the Government of the Netherlands, called the Educational Support Program for Female Candidates in LNP. A total of 150 women will be chosen to attend classes that will result in their receiving a high school diploma, upon successful completion of their exams. In return, the women promise to join the LNP and to serve for five years upon completing the police academy training.

Increasing the number of women in a police service is not only the right thing to do, but it will also improve police performance and effectiveness by adding new crime-solving approaches and enhancing the police service's ability to reach the entire population it serves. Since modern police work focuses on problem solving, crime prevention, mediation and working closely with community leaders, the skills sought in police recruits should reflect this reality and not the outdated view of policing which valued physical strength over intellectual ability. While good physical condition is required, tests involving strength and endurance have frequently had a disproportionate negative impact on women and have not been shown to be as relevant to police work.

Changing the height and fitness requirements has successfully diversified many police departments. In some countries, the police also changed the psychological tests after finding that women candidates were more honest than men in revealing their fears and, thus, were judged to be more “nervous” and were excluded disproportionately. It is important to assess whether police candidates, regardless of gender, possess the requisite intellectual capacity to be effective problem-solvers, mediators, negotiators and communicators that most modern, democratic police services need.

Checklist for Gender Considerations regarding Recruitment

Encourage the national police to seek gender balance throughout the police service, at all levels and in all departments:	
✓	Ensure that all laws and regulations governing the police are not gender biased, in particular those related to recruitment, training and promotions.
✓	Ensure that a specific policy on equal opportunity is developed to enhance gender balance.
✓	Mandate targets for recruiting women in the national police. Set specific, targeted goals for the percentage of women in the police, with strict timelines.
✓	Use currently serving women police officers in recruiting efforts, letting them explain their work and demonstrate to potential candidates that women can do police work.
✓	Work with women's groups to direct recruiting efforts to where women already congregate (e.g.: markets, religious institutions, girl's and women's schools) and to use the radio, television, magazines or newsletters that target women, in order to reach women across the national territory.
✓	Disseminate publicity and recruiting materials that portray women performing all aspects of police work.

Ensure that selection criteria for membership to the national police are relevant to the skills and tasks needed to perform police work effectively:

- ✓ Include in selection criteria a candidate's intellectual and psychological skills in mediation, negotiation, problem-solving and communication.
- ✓ Review all height, weight or other physical requirements to ensure that they do not disproportionately exclude women candidates.

Ensure that all selection committees, both for entry into the national police and for promotions, are gender balanced and apply strictly objective criteria in making decisions:

- ✓ Include women and men, police and civilians (e.g.: local council members) on all selection and promotion boards.
- ✓ Ensure that the Terms of Reference (ToR) for selection and promotions boards apply gender-sensitive and measurable criteria and emphasize merit and achievement for promotion and selection.

Create and support special programmes that allow women to gain requisite credentials for admission and promotion in the national police:

- ✓ Create accelerated education programmes that allow women to gain necessary diplomas or certificates to qualify for the national police.
- ✓ Review the extent to which relevant professional or other expertise may be acceptable for recruitment criteria in lieu of formal diplomas or certificates.
- ✓ Translate all recruiting materials, test preparation guides and other documents into relevant local languages.

E. 2. 2. Career Development

Gender objectives for career development for women police officers

- Ensure that all police facilities provide the basic necessities and meet the needs of women police officers.
- Ensure that women police officers have meaningful and equal professional career opportunities and are not limited to “relegated” duties.
- Create mechanisms for women police officers to share experiences and learn about career options.

Gender considerations in career development

Traditional police departments around the world have been heavily male dominated. Their ethos has, most often, resembled a military institution, where



▲ Mentoring staff at the Timor airport. © UN Photo

men are cloistered with men and with an intense effort to instill loyalty and obedience to a strict hierarchy. This is true for most countries that have recently emerged from conflict, including Serbia, Rwanda, Haiti, Timor Leste, Democratic Republic of the Congo (DRC), Guatemala, El Salvador, the Former Yugoslav Republic of Macedonia and many others. This strict hierarchy of command and control, carefully defined ranks and a closed, overwhelmingly male society was actively hostile to women. Recruiting was often restricted to certain segments of society, again male, and from within the dominant ethnic, racial or religious groups. A homogeneous police force working in a

Women police officers in Georgia and Liberia are creating a professional association to provide support, networking and career advice. Much as the men have always done, the women officers have realized that they must band together to share experiences, alert each other of career opportunities, and create a strong support network (akin to an “old girls network”) so that women can advance. Linking these national associations with regional or international organizations of women police officers would be the next step.

diverse society has been one of the principal factors in fostering internal conflict. In such situations, police lacked the legitimacy that stems from being representative of the society at large.

Women police officers, to the extent they existed, were relegated to back office duties. Rarely visible to the public, they served the coffee, made the meals, swept the floors, typed the reports and answered the phones. They were never accepted fully as police officers. Their pay, status, and chances for advancement were markedly lower, by comparison, than their male colleagues. Often few in number and occupying low prestige posts, women police officers lacked role models and “mentors” who could encourage them to strive to make police work a career.

Transforming such police “forces” into police “services” that represent both the gender and ethnic diversity of their societies is a major post-conflict challenge for the host government and for the UN Police tasked with supporting this effort. It requires initiatives not only to recruit women as new police officers, but also concerted efforts to retain them in substantive positions.

Successful transformation requires strong support from senior leaders in the police and government. Studies of institutional reform reveal that the senior leaders must champion change or it will not happen. Police reform efforts in Liberia prove this point. In Liberia, President Ellen Johnson Sirleaf has made police reform and gender mainstreaming a top priority. She has named a female police chief, the first in Liberia’s history. This has made all the difference, as gender issues and addressing gender-based crime are undertaken with the utmost seriousness because everyone knows the “President is watching.”

Kadi Fakondo, former Senior Assistant Commissioner of the Sierra Leone Police who had been the most senior woman officer in the police service summed up the challenge of retaining women police officers and giving them meaningful career paths. “Policing is a lifetime job for a woman as well as for a man – recruitment is only the beginning. The police service needs to demonstrate consistently that it values women officers by including women in influential policy and decision-making meetings and by providing women with equal and challenging career opportunities, such as in combat units, specialized areas or command roles.”

Checklist for Gender Considerations regarding Recruitment

Ensure that all police facilities provide the basic necessities and meet the needs of women police officers:

- | | |
|---|--|
| ✓ | Check to see that all police stations and training facilities have separate toilets, sleeping quarters (where relevant) and nursing areas. |
| ✓ | Provide means for regular communication with family, if women police officers are deployed away from their immediate families. |

Create opportunities for women to learn and take advantage of better career opportunities:

- | | |
|---|---|
| ✓ | Ensure that female police officers are not relegated to dead-end, non-policing tasks, such as secretarial work, kitchen duty or other menial tasks. |
| ✓ | Inspect police roster annually to assess progress in both numbers and rank of women in the police service. |
| ✓ | Ensure that part-time and job-sharing plans are part of personnel policy and no police officers are being penalized for seeking or using such options. |
| ✓ | Verify that shift work and flex-time arrangements are available and that women are not penalized for scheduling to pick up or drop off children at school or day-care facilities. |

E. 2. 3. Ensuring Non-Discrimination in the Workplace

Gender objectives in the workplace

- Ensure that personnel matters are dealt with in a gender-sensitive manner and do not have an adverse impact on women police officers.
- Ensure equal pay for equal work.
- Create mechanisms to allow officers to complain about possible discrimination in a “safe” environment, without fear of retribution.

Gender considerations in the workplace

Women police officers must be given assignments commensurate with their skills. All aspects of the workplace – including facilities, pay, leave, pensions, insurance, shift work, support from other officers – must also be structured so that they are treated as valued colleagues who can fully contribute to the police service’s efforts to fulfill its mission: protecting and serving the public. All policies related to working conditions should prohibit discrimination between men and women and promote equality. To ensure that these policies are truly effective and put into practice, it is also important to ensure that

The Kosovo Police Service has adopted some progressive policies on workplace matters. For example, women are given three months maternity leave with pay and then another three months if they desire, but at reduced pay. They are guaranteed their same jobs upon return. On application and a demonstration of special circumstances, male police officers can get paternity leave. Women have two hours off each day to nurse their infants and pregnant officers may wear civilian clothes in the latter stages of pregnancy, when their uniforms may no longer fit comfortably. Pregnant women can also avoid shift work late in pregnancy and in the first nine months following birth.

women officers who feel they may be discriminated against have the opportunity to complain and seek redress.

Checklist for Gender Considerations in the Workplace

Make sure that personnel matters and policies ensure equality between men and women:

- ✓ Examine all salary scales for all ranks of police officers to assess and eliminate any discrepancies between men and women with the same tasks or responsibilities.
- ✓ Review pension funds and insurance arrangements and verify that similarly situated male and female officers are treated equally.
- ✓ Make maternity and paternity leave equally available.
- ✓ Note and equally reward positive performance of all police officers. Promotions, salary increases, preferred assignments and overseas training opportunities should be awarded based on meritorious service, not gender considerations.

Create safe internal complaints mechanisms:

- ✓ Ensure there is “whistle-blower” protection for complaints of discrimination, abuse or harassment based on gender.
- ✓ Ensure that the national police have a code of conduct that defines and prohibits sexual harassment (by male or female officers) and discrimination based on gender.
- ✓ Ensure disciplinary procedure includes means of receiving and deciding complaints of gender discrimination and sexual harassment
- ✓ Survey all officers to determine their awareness of such codes of conduct, and disciplinary rules and procedures for filing a complaint.
- ✓ Track all cases/complaints of gender discrimination and sexual harassment in police disciplinary proceedings. Specify the gender of complainant and the accused and the disposition of the cases.

E. 3 Training

Gender objectives for training national police

- Ensure that all training incorporates gender and human rights principles.
- Focus on creating a corps of skilled trainers that include women.
- Use training methods adapted to democratic policing, emphasizing problem-solving and crime prevention.
- Establish a mentoring system – which includes women officers at all levels – to provide on-the-job training to officers, to reinforce the police school training and to identify weaknesses to be addressed in follow-on training.

Gender considerations for training national police

Often during police training, gender and human rights are “added on” to the “main” policing tasks. This is a mistake because it tends to relegate these crucial issues to the sidelines and sends a message that gender and human rights are somehow not “real” police tasks. Instead, gender and human rights should be integrated into all aspects of police training throughout the course. Human rights and gender issues should not be separated from core policing work, put into a “ghetto” where they are easily marginalized and thus dismissed. In police training, as in real life, human rights and gender must be integrated into every aspect. This will demonstrate the skills necessary for police work, thus reinforcing changes in recruiting and promotion criteria.

UN Police involved in training national police should be well-versed in gender and human rights, and they should obviously include men and women. They should be well-briefed on the gender and human rights context of the

The Timor-Leste basic training for the police culminates in a day-long exercise, where all the cadets must face scenarios based on actual incidents. The role-playing includes victims of gender-based violence and witnesses to such crimes, and it enacts interactions with members of community-based organizations who are frightened and demanding protection from the police. The police cadets are evaluated by their trainers on how they apply the skills and knowledge learned during the training. The cadets say that this real-life scenario-based exercise is the best way to prepare them for the actual challenges they will face upon deployment.



▲ New recruits. © UN Photo

host country and be aware of the pattern of violence, abuses related to gender, as well as any cultural considerations. The UN Police priority should be to train a cadre of national counterparts who can deliver sound training that emphasizes the policing skills required in a post-conflict society, where gaining the public's trust and cooperation is a key challenge.

In addition to classroom training, UN Police and national police counterparts will need to “mentor” new and more junior officers, once they are deployed. Many good lessons have been identified for mentoring. For example, UN Police serving with the United Nations Mission in Kosovo (UNMIK) created a corps of Field Training Officers (FTOs). Recruits for FTOs were carefully selected and trained for this demanding and specialized role, which requires tact and communication skills, as well as technical police expertise. The UN Police in Kosovo have developed an excellent FTO operational manual and evaluation forms. UN Police in Kosovo also have largely turned over the mentoring to the Kosovo Police Service, whose FTOs were selected and trained specifically for mentoring fellow KPS officers. UN Police, thus, helped ensure



▲ Graduation ceremony, Timor. © UN Photo

that the mentoring they did would be sustained by local counterparts long after UN Police left the mission area.

Checklist for Gender Considerations in Training

Ensure that all training incorporates gender and human rights principles:

- ✓ Include a balance of skilled men and women in all teams tasked with the designing, planning and/or carrying out of training activities.
- ✓ Involve local community organizations, including those representing women, in the design and delivery of the training.
- ✓ Mainstream gender and human rights perspectives throughout the entire induction training for new police officers by drawing on the DPKO standardized gender training modules.
- ✓ Use case studies based on the real operational context to convey gender and human rights principles. Test the understanding of such concepts through a “final exercise” and analyze the results.
- ✓ Ensure that training facilities are appropriately tailored for women, including separate providing restroom facilities and, where necessary, separate sleeping quarters.

✓	Put a priority on training trainers, and ensure that a balance of women is included in the core group of trainers.
✓	Conduct regular assessments of the training to evaluate whether police officers are applying what they have learned, and adjust training to changing circumstances.
✓	Provide all officers at the end of the training with a list of women's organizations in the area where the police officer will be assigned, including the organizations' areas of expertise and contact details.
✓	Distribute flashcards to all police academy graduates with basic information – including relevant gender aspects – on how to arrest, detain, search, investigate, and use force, in ways consistent with human rights principles.
Create a mentoring system to provide on-the-job advice, guidance and feedback to national police:	
✓	Select mentors based on their capacity to “coach” and communicate policing principles, including gender-sensitive policing principles, on the spot.
✓	Match mentors regardless of gender. However, it is important to have women mentors to show that women police can do any task.
✓	Create a standard form for assessing and evaluating mentors which is gender-sensitive and enables objectives monitoring of police performance.
✓	Provide standardized mentoring based on themes (investigations, interview techniques, crowd control, arrest procedures, communicating with community groups) as a way to transfer skills, and highlight how officers interact with men and women in different situations.
✓	Mentors must keep good records and provide data, which police management needs to assess performance and adjust training priorities.
✓	Inculcate a culture of continuous performance evaluation using specific measurable benchmarks and which highlights gender-sensitivity as standard criteria for evaluation.

E. 4. Sexual and Gender-Based Violence

Gender objectives for preventing and responding to sexual and gender-based violence

- Ensure that all police – male and female – have basic training on SGBV and can act as “first responders.”
- Ensure that the police have a specialized unit trained and equipped to investigate, counsel and facilitate treatment and referrals for victims of SGBV to appropriate support providers.
- Ensure that a working link exists with the prosecution services of the justice system.

Gender considerations in addressing sexual and gender-based violence

Gender-based violence is often rampant in post-conflict countries. A recent survey in Liberia revealed that a significant number of women and girls had reportedly also been raped during the conflict. Even in a post-conflict environment, returning soldiers and militia members, who have often lost their positions due to demobilization and disarmament programmes, could potentially threaten the peace dividend. Horrendous levels of rape, sexual assault and a widespread practice of trafficking in women and girls plague the DRC, Sierra Leone, Kosovo, Bosnia, Georgia, Cambodia, Timor Leste, Haiti and most post-conflict countries.

In many post-conflict states, the population has scarce regard or respect for the police, whose image has suffered. In such contexts, both the host state and UN Police are faced with the challenges of restoring or creating the good image of the national police and law enforcement, so as to reconstitute a viable law enforcement body following atrocities or the total breakdown in the rule of law. It is difficult and challenging to make serving with the new police force an attractive career option for women while working to equip the police service with the means of deal with the post-conflict pandemic of gender-based violence.



▲ UNMIT officer comforts rape victim, August 2007. © UN Photo/Martine Perret

The Government of Norway has provided \$1.6 million to fund a United Nations Development Programme (UNDP)/United Nations Mission in Liberia (UNMIL) project designed to give the Women and Children’s Protection Section (WACPS) of the Liberian National Police the means to fulfill its mandate. The programme involves construction or renovation of LNP county police facilities, including construction and equipping of WACPS offices and providing them further training. Ten counties were chosen on the basis of: need, crime level, the functioning of courts and prisons, current LNP presence, future deployments and access by road. The project will also renovate the WACPS office at LNP headquarters in Monrovia. Quick Impact Projects will cover Liberia’s remaining five counties. It is relatively cheap to build or renovate these offices, with construction costing an average of \$81,000 and rehabilitation an average of \$62,000. A separate entrance, separate rooms to ensure private interviews and a room for the victim/survivor to rest will be provided to meet the basic operational needs of the Section. Norway will also supply vehicles, either automobiles or motor scooters depending on the terrain.

An approach used in Liberia, Tajikistan, DRC and Rwanda is for the specialized police units that deal with gender violence to liaise with government ministries – justice, health, social services – and with various medical services, shelter providers and legal aid organizations. Together, they organize outreach programmes in schools, churches and markets. They also use the mass media to spread the message about rampant sexual violence and the population’s role in prevention and prosecution.

Checklist for Gender Considerations in Addressing Sexual and Gender-Based Violence

Ensure that all police, male and female, have basic training to respond to incidences of sexual and gender-based violence and can act as “first responders”:

- ✓ Provide all police officers with a situation analysis assessing existing legal mechanisms in place to address gender-based violence and patterns of victimization. Gender advisers, human rights officers, local NGOs or national human rights institutions may be able to provide such an analysis.
- ✓ Ensure that all officers fully understand the criminal code definition of crimes of rape, domestic violence, trafficking, forced marriage and other forms of gender-based violence. Where these are not clearly defined in the criminal code, work with human rights officers, gender advisers and other counterparts to lobby for their inclusion.

✓	Provide regular training for all police officers on basic interview techniques with victims of sexual and other forms of gender-based violence.
✓	Assign female officers to deal with female victims of crimes – unless otherwise requested by the victim – and ensure that female officers are assigned to all shifts.
✓	Provide a safe, comfortable place where victims can be interviewed in private.
✓	Ensure that all officers know basic techniques to preserve evidence in gender-based violence cases.
✓	Educate the population on how to preserve evidence after a case of sexual abuse or domestic violence.
✓	Ensure that hospitals and medical clinics provide free medical certificates which are completed, certified and ready for later use. Where these do not exist, work with human rights officers and gender advisers to devise a solution with local counterparts.
✓	Give all police officers pocket-guides that contains names and phone numbers of police officers in specialized unit handling gender-based crimes.
✓	Ensure police know names and phone numbers of local hospitals, medical clinics, shelters and counseling services for referring victims of domestic violence and SGBV.

Ensure that the police have a specialized unit trained and equipped to investigate, respond, counsel and refer victims of SGBV:

✓	Ensure police have a selection process that identifies officers sufficiently motivated, intellectually capable and psychologically equipped to deal with gender-based crimes. Perform background checks, conduct interviews and assess their previous performance.
✓	Provide a career path to officers in these units. Watch out for burn-out in police serving in these high-stress posts.
✓	Ensure that these specialized units achieve gender balance.
✓	Provide specialized training for officers selected for these units, especially in interviewing techniques that will not increase victim's trauma.
✓	Develop guidelines and protocols for interviewing and handling all cases of gender-based crimes.
✓	Construct separate entrances to, and offices in, police stations so that victims and witnesses will be guaranteed privacy and confidentiality.
✓	Establish, where possible, a telephone hot-line (if possible, toll free) to report gender-based crimes, and publicize it widely.
✓	Ensure that there is always at least one female officer on duty in the unit to receive calls and respond to emergencies.

✓	Record every call for assistance. Keep accurate data on the time, place and type of crime, so that patterns can be identified and that police can be deployed as efficiently as possible to prevent and respond.
✓	Keep posters on walls of office listing “possible indicators of sexual abuse” and the most common “short-term effects of sexual abuse.”
✓	Keep lists of all schools and names of principals/headmaster/headmistress in each police station.
✓	Have on-call medical professionals, social workers and psycho-social counselors to assist the special unit, as necessary.
✓	Establish referral system for victims to receive medical care, legal assistance, counseling and other necessary services.
✓	Ensure that the police and relevant social/medical services visit victims periodically.
✓	Avoid encouraging private resolutions of gender-based violence crimes, including domestic violence. These are serious crimes that should be investigated and prosecuted.
✓	Engage with perpetrators, educating them on why domestic abuse and gender violence are unacceptable. Prevention is the goal.
✓	Involve national male leaders (religious, political, sports, media) in campaigns against gender violence.
✓	Provide crime prevention tips on issues like trafficking, sexual exploitation and child abuses to members of the community, including to women and girls.
✓	Establish “victim to victim” peer counseling programmes.
✓	Participate in the work of the Inter-Agency Task Force on Gender-Based Violence. Where one does not exist, seek assistance from the United Nations Country Team in establishing a task force that includes relevant government ministries, national and international NGOs, community organizations, and the human rights and gender components of the United Nations mission.
✓	Conduct public information campaigns against gender-based violence, emphasizing that it is not the victim’s “fault”. Coordinate such efforts with the police public affairs office, civil society groups, United Nations Public Information Office, Gender Adviser, UNICEF, local women’s groups and other relevant actors.
✓	Include regular updates in awareness campaigns, along with recorded data and analyzed patterns of gender-based violence crimes and responses to incidents.
✓	Ensure officers know and use existing legal tools designed to protect victims and witnesses, including temporary protection orders.

Ensure that a working link exists between the national police and the prosecution services of the justice system:

✓	Keep a current list of names and phone numbers of prosecutors or magistrates responsible for investigating and trying cases of gender-based violence crimes.
✓	Accompany victims and witnesses to and from all court proceedings, and have an observer present during court hearings.
✓	Investigate gender-based violence cases thoroughly and professionally, and ensure that prosecutors and judges have all necessary evidence, statements, and other documents needed to prosecute the cases.
✓	Keep statistics of all cases brought for prosecution. Note convictions, acquittals and why cases were decided one way or the other.
✓	Adapt training, deployment and operations, as necessary, based on analysis of the data regarding crime patterns and conviction rates.
✓	Share statistics and reports, as needed, with police and prosecutorial services outside the country, especially reports on trafficking and other transnational crime.

E. 5. Executive Authority and UN Police Formed Police Units (FPUs)



▲ MINUSTAH honours Philippine peacekeepers. © UN Photo/Logan Abassi

parts. In the few instances where they have “executive police authority” to carry a weapon and to arrest and detain people (Kosovo, Timor Leste, Liberia, and briefly in Haiti in the 1990s), the United Nations become, effectively, the police. The same is true for FPU who are armed and who engage in crowd control activities that may lead to arrest and detention.

In these situations, all UN Police should follow the guidance in the previous sections directed to national police concerning their own recruiting, training, workplace environment, career opportunities, deployment and operations. What makes this more challenging for UN Police than their national counterparts is that, by definition, UN Police are not from the country they are charged with serving. Thus, issues of culture, language, different police practices and training complicate an already difficult job.

In addition, when it comes to gender, the United Nations has room for improvement. The percentage of women serving with the UN Police is frequently below the figure for the national police. Female police in senior ranks in the United Nations are rare. Many problems exist concerning recruitment, retention, briefing and training, knowledge of local circumstances, addressing gender violence and with the UN Police’s own disciplinary procedures. These problems are magnified in countries where the United Nations is supposed to model behavior that promotes gender equality and respect for human rights.

UNMIL, introducing an important innovation, developed a gender policy jointly with and for the Liberian National Police (LNP). The aims and objectives of the LNP Gender Policy are to:

- Correct imbalances in gender representation in the police service
- Use the Gender Policy to support gender mainstreaming in the police service
- Ensure increased participation of women at decision-making levels
- Establish gender-responsive regulations, practices and procedures in the LNP to help protect women and girls from gender-based violence.

This process can serve as a model for the United Nations in other missions.

Improvements have been made, and several UN Police initiatives can be cited which meriting replication in other missions. For example, when the majority-female Indian FPU arrived in Liberia in February 2007, the number of Liberian women applying to the Liberian National Police immediately spike from 120 to 350. In most missions, UN Police have a dedicated Gender Adviser to whom other officers can turn with questions and requests. Not every UN Police officer can or should be an expert on gender, but at least UN Police officers know that help is only a phone call or e-mail response away.

In situations where UN Police are helping to establish national FPUs in the host country, all good practices and guidelines applicable to the United Nations should be applied to the national FPU. ■

Checklist for Gender Considerations in Executive Policing and Formed Police Units (FPUs)

UN Police should achieve the greatest possible gender balance in number and rank:

- | | |
|---|---|
| ✓ | Use female UN Police officers as recruiting agents in their home countries to explain and demystify peacekeeping duties to their fellow women officers. |
| ✓ | Make increased use of the internet and other media sources to advertise job opportunities in United Nations peacekeeping operations. |
| ✓ | Disseminate information on peacekeeping opportunities and job openings through the various international associations of women police officers. |

✓	Include women on skills assessment tests, and ensure that the skills tested match those needed (e.g.: driving not necessary in all missions for all posts).
✓	Emphasize mediation, negotiation and communication skills when assessing UN Police candidates.
✓	Include gender perspectives in all UN Police job descriptions, policies, directives, standard operating procedures and trainings.

Ensure that UN Police promote gender awareness and gender equality throughout the United Nations peacekeeping operation and among its national counterparts, especially the national police:

✓	Ensure that all induction courses for UN Police and pre-deployment briefings when possible cover gender and human rights situations in the host country.
✓	Reference Security Council resolution 1325 (2000) and DPKO policy directive on gender equality in peacekeeping missions in all induction trainings.
✓	Review all existing assessments and situation analyses related to gender and SGBV from before, during and after the conflict.
✓	Instruct UN Police on women's roles in the host country and the conflict's impact on women. Consult comprehensive mappings of the violence: who did what to whom, where, when and why.
✓	Offer continuous training throughout the period of deployment on gender and human rights. Assume that domestic abuse, trafficking, gender-based violence and child abuse will be a problem in every peacekeeping operation.
✓	Periodically evaluate how well the UN Police understand Security Council resolution 1325 (2000) and the gender/human rights issues in the mission area.
✓	Request the Human Rights Section provide an assessment on the extent to which local laws meet international human rights and gender equality standards, including whether the host country has ratified the Convention Eliminating all Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR) and other human rights treaties.
✓	Ensure that all communications from UN Police anticipate and include gender and that the views and needs of women in the host country are reflected.
✓	Ensure respect for human rights and gender equality in all UN Police daily police activities (patrolling, meetings with community groups, investigations, media outreach, interaction with the judiciary, etc.).

UNPOL strives to implement sustainable initiatives that will strengthen the national police capacity to combat gender-based violence:

✓	Create a UN Police specialized unit on gender-based violence.
✓	Recruit experienced and motivated UN Police to work on gender-based violence issues; and provide them specialized training for the specific country context.



✓	Ensure UN Police know local laws defining criminal acts. If rape, trafficking and domestic violence are not crimes, advocate for changes in the law.
✓	Design internationally acceptable standard operating procedures (SOPs) for arrest, detention and escorting prisoners (e.g.: female searched by a female police officer; women and men detained separately; adults kept separate from children; females escorted to and from courts by female officers).
✓	Use these SOPs when UN Police engage in training and mentoring initiatives, to support capacity-building of national police.
✓	Network with schools, religious leaders and health clinics. Explain UN Police work on gender-based violence, emphasizing prevention and how UN Police need the help, information and support from the public.
✓	Conduct public awareness campaigns using radio in local languages, posters and presentations, emphasizing: “know your rights.” Work in cooperation with other United Nations components.
✓	Provide pocket flash cards on human rights standards in policing to all UN Police officers.
✓	Analyze nationally and locally statistics, disaggregated by gender and age.
✓	Create liaison with the judiciary right away. Involve prosecutor’s office in gender-based violence investigations.

UN Police FPUs should include men and women officers:

- ✓ Ensure that FPUs allow women to perform all tasks assigned to the unit.
- ✓ Women in FPUs should provide escorts to female VIPs, detainees, prisoners, victims and witnesses. They should search females at check-points.
- ✓ International human rights standards should be adhered to in all aspects of the FPU’s work.

Highlight Formed Police Units’ capacities by offering demonstration of the varied skills and competencies of women police officers, in all aspects of policing and not only those viewed as “traditional female policing”:

- ✓ Offer a demonstration of FPU’s various capabilities to other UN Police, national police and the general population.
- ✓ Women FPU officers should patrol visibly and be on the front-line in crowd control situations.
- ✓ Women FPU officers should engage in intelligence activities and foster information sources from women’s organizations.

Monitoring and Evaluation

These Guidelines for Integrating Gender Perspectives into National Police and Law Enforcement Agencies will be field-tested as part of an overall outreach and assessment strategy. We will be evaluating the practical application of the Guidelines with UN Police practitioners and others inside and outside United Nations peacekeeping operations who have first-hand exposure to UN Police work on police reform. We welcome comments, suggestions, questions or observations concerning these Guidelines. See contact details on page 2. ■

Annex I: Terms and Definitions

Gender: refers to the social characteristics or attributes and opportunities associated with being male and female. These attributes, opportunities and relationships are socially constructed on the basis of different factors, such as age, religion, national, ethnic and social origin and are learned through socialization. They differ both within and between cultures and define identities, status, roles, responsibilities and power relations among the members of any society or culture. They are context/time-specific and changeable, not static or innate. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context. [Adapted from UNHCR, *Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response* (May 2003) and Office of the Special Adviser on Gender Issues (OSAGI) website.]

Gender analysis: refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities and the constraints they face relative to each other.

Gender-based violence: “The term gender-based violence (GBV) is used to distinguish common violence from violence that is directed against individuals or groups of individuals on the basis of their gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men and boys and girls can be victims of gender-based violence, women and girls are the main victims.” For the purposes of these Guidelines, both sexual and gender violations are categorically referred as Sexual and Gender-based Violence (SGBV). (Declaration on the Elimination of Violence against Women, Convention on the Elimination of All Forms of Discrimination Against Women and the Committee on the Elimination of Discrimination Against Women (CEDAW) General Recommendation No. 19)

Gender equality (Equality between women and men): refers to the equal rights, responsibilities and opportunities of women and men, and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women’s issue, but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development. [OSAGI website.]

Gender Impact Assessment: Gender Impact Assessment refers to the differential impact – intentional or unintentional – of various policy decisions on men and women, boys and girls. It enables policy-makers to picture the effects of a given policy more accurately and to compare and assess the current situation and trends with the expected results of the proposed policy.

Gender mainstreaming: “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.” [Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.]

Sex: refers to the biological characteristics of males and females. These characteristics are congenital and their differences are limited to physiological reproductive functions.

Sexual violence: Sexual violence, including exploitation and abuse, refers to any act, attempt or threat of a sexual nature that results, or is likely to result, in physical, psychological and emotional harm. Sexual violence is a form of gender-based violence. [Adapted from UNHCR, *Sexual and Gender-based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response* (May 2003).]

Endnotes

- 1 Security Council resolution 1325 (2000) calls for the incorporation of gender perspectives in peace negotiations, constitutional, electoral and justice systems; and the provision of training guidelines on the protection of women and the increase of female personnel in United Nations peacekeeping operations.
- 2 Available at: www.un.org/womenwatch/feature/wps/Policy_directive_gender_equality_FINAL2006.pdf.
- 3 For definitions of terms used throughout this document, please see Annex I.