



Women's role in Yemen's Police Force

Background information prepared for *Saferworld Gender, Peace and Security* workshop series, December 2014, by Joana Cook.

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Introduction and fast facts

Around the world, women have worked in various roles in police forces since the 1800s. Many of their initial roles revolved around assisting in the handling of women and children in jails, prisons, and mental health institutions, and better aiding women who were victims of crime. While policewomen still play these roles, there are a number of additional motivations that often prompt the recruitment of women in police forces. For example, forces who have trouble recruiting may look to women as a new pool of applicants. Law enforcement offices may also be shifting to new methods of policing which emphasise community or service-oriented policing. These can increasingly engage women, who may be viewed as better communicators, facilitating cooperation and trust in the community and also respond more effectively to cases of violence against women.¹ Women themselves may have various motivations for joining the police. They may, for example, be seeking employment, want to serve their communities, or have a history of police work in their families.

Globally, there are no clear figures on women's representation in police forces. This is due, in part, to poor gender disaggregation of data. However, figures which do exist show the percentage of women in police

¹ Penny E Harrington, "Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement," (2000): 21\.

forces ranging from 5.1 per cent in India to 26.7 per cent in Northern Ireland.² Within these, women have generally been engaged in two career paths: either sex-neutral assignments (e.g. administrative work) or sex-specific assignments (e.g. searching female detainees).³

One report by the National Centre for Women and Policing cites six key advantages to law enforcement agencies that hire women, including:⁴

- Female officers are proven to be as competent as their male counterparts
- Female officers are less likely to use excessive force
- Female officers can also help implement community-oriented policing
- Female officers can improve law enforcement's response to violence against women
- In the forces themselves, increasing the presence of female officers reduces problems of sex discrimination and harassment within an agency
- The presence of women can bring about beneficial changes in policy for all officers.

Increasing women's role

Increasing the number of women in police forces often requires special attention, and there are a number of areas that need to be considered when increasing women's involvement. For example, there must be active strategies to recruit and retain women and clear incentives to prevent sexual harassment in the workplace. Training and operational facilities must also be present to accommodate women, including basic facilities such as women's changing rooms and washrooms. Focus must also be placed on challenging public attitudes towards women in policing, including beliefs that because some female officers are not as strong as male officers, they would be less effective as police officers. This could include emphasising the benefits of community-based policing approaches that focus on communication and mediation to address concerns of the citizens instead of physical force alone. Women must also feel fulfilled by their work, not only given menial tasks. Perhaps most importantly, women need to have respect from their coworkers; even women in senior positions still face this as a challenge. Systems need to be in place to deal with issues which negatively impact upon women in police forces.

In August 2009, the United Nations (UN) launched a global effort to recruit more female police officers into national police services and into UN police operations around the world. They stated that women police officers greatly increase the effectiveness of UN police components and help build trust with populations — and inspire more women to become police officers in the countries where they serve.⁵

Increasing the numbers of policewomen in Afghanistan

In 2010 United Nations Development Programme (UNDP) and the Afghan Ministry of Interior began an initiative to recruit more women into the Afghan National Police (ANP). Concurrently, radio and television campaigns tried to encourage more women to join the police force. This encouraged the number of women to rise from 1,215 in 2007 to 1,690 in 2014, or just below 2 per cent of the total national police force. 33 family-response units were also established and around 120 Gender Mainstreaming Units now ensure government gender-related interventions are implemented at provincial and district level, including the recruitment of female police personnel.

However, women face a number of significant challenges as policewomen, including: direct targeting of security personnel on the streets; acceptance by, and even protection from, their colleagues; and engaging in fulfilling work. Tonita Murray, a Gender Advisor with the Ministry of Interior Affairs in Afghanistan noted, "The return on present investment in recruitment, training and maintenance of policewomen is poor because of the failure to employ policewomen in value-producing work." This

² Tim Prenzler and Georgina Sinclair, "The Status of Women Police Officers: An International Review," *International Journal of Law, Crime and Justice* 41, no. 2 (2013).

³ Larry E Sullivan et al., *Encyclopedia of Law Enforcement* (Sage Publications, 2005).

⁴ Harrington, "Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement," 22.

⁵ UNPOL. "Global effort and gender initiatives: Increasing the number of female police officers." Accessed: 17 November 2014. Available at: <http://www.un.org/en/peacekeeping/sites/police/initiatives/globaleffort.shtml>

resulted in a waste of human capital, failure to protect the human rights of policewomen, and missed opportunities for using policewomen to advance government objectives for security and human rights.

A number of failings were pointed out in the ability of the Ministry of Interior to recruit and advance women in the ANP including organisational and leadership inaction, failure to finance the gender priority, the absence of gender policy and programme, and a clear lack of a recruitment plan. As a result, there was no "strategic gender plan to direct desired change, no programs to identify and remove systemic bias against women in policing, no affirmative action programs, and no serious consideration of what the role and responsibilities of policewomen should be."⁶

Policewomen in the MENA region

The history of policewomen around the region varies in both the percentage of policewomen as well as the length of time they have been present in the forces. Presently, policewomen in the Gulf region account for approximately 5 per cent of total police forces.⁷ These include:

- Kuwait: The first batch of 27 policewomen graduated in 2009. 48 are expected to graduate in 2014.⁸
- Bahrain: There are currently over 800 policewomen.⁹ They account for approximately 10 per cent of the total police force.¹⁰
- Oman: Women began to receive systematic police training in 1974. They currently make up approximately 4.5 per cent of the total police force.¹¹
- Qatar: In 2012, the Police Training Institute graduated its 22nd class of policewomen graduates. The batch consisted of 32 trainees. They currently make up approximately 4.7 per cent of the total police force.
- Saudi Arabia: the first two women police stations are in Riyadh and Jeddah, handling personal status, financial and real-estate cases related to women.
- United Arab Emirates (UAE): Women have been present in police forces since 1977. Over 1,500 women have graduated from the women's police school. They are present at all levels as patrol officers, VIP bodyguards, human trafficking investigators, dog handlers and forensic experts.¹²

Highly publicised national and international events hosted in a country have also proven to be positive platforms for a country to showcase and publicise the talents and diversity of their police forces, while also promoting national pride. Such events have been international sporting events such as the World Cup or the Olympics, as well as national conferences such as political party conferences or business meetings.

Women's Police Associations

Women's Police Associations (WPA) exist to support the roles of police women. For example, the International Association of Women Police (IAWP) was established in 1915, and its mission is: "To strengthen, unite and raise the profile of women in criminal justice internationally." As an organisation, their vision is: "For women's lives to be free from discrimination, valued for their contribution, and treated with respect and dignity. To contribute by being an example of excellence in securing a safe, harmonious workplace and society as partners in safety in the criminal justice system."¹³ These organisations hold regional conferences to help support their members and discuss challenges, share regional and international experiences, and support or publish magazines which highlight women in policing around the world (e.g.

⁶ Murray, T. 2005. *Report on the status of women in the Afghan National Police, Kabul: Afghanistan, Ministry of the Interior. Funded by the Canadian International Development Agency (CIDA).*

⁷ Kerry Segrave, *Policewomen: A History* (McFarland, 2014), 310.

⁸ Sarah, Nihal. "Kuwaiti women make it in the police force." *Arab Times*. 26 November 2014.

<http://www.arabtimesonline.com/NewsDetails/tabid/96/smId/414/ArticleID/150098/t/Kuwaiti-women-make-it-in-police-force/Default.aspx>

⁹ Sarah, Nihal. "Kuwaiti women make it in the police force." *Arab Times*. 26 November 2014.

<http://www.arabtimesonline.com/NewsDetails/tabid/96/smId/414/ArticleID/150098/t/Kuwaiti-women-make-it-in-police-force/Default.aspx>

¹⁰ Segrave, *Policewomen: A History*, 310.

¹¹ Ibid.

¹² Doris C Chu and Mohammed Murad Abdulla, "Self-Efficacy Beliefs and Preferred Gender Role in Policing an Examination of Policewomen's Perceptions in Dubai, the United Arab Emirates," *British Journal of Criminology* 54, no. 3 (2014).

¹³ International Women's Police Association. "Constitution" Accessed: 24 November 2014. <<http://www.iawp.org/about.htm>>

*WomenPolice Magazine*¹⁴). For example, the 2nd Middle Eastern Regional Conference was hosted by the Emirates Women Police Association Abu Dhabi in November 2014. The theme was "Women Police.... Challenges and Future" and the event was attended by representatives from 65 participating countries.¹⁵ They may offer mentoring to policewomen, create professional and social networks between female officers, and support professional development. WPAs currently exist in the UAE, Bahrain, Saudi Arabia, Kuwait, Oman and Qatar.

Afghanistan may also provide another helpful example as they are currently trying to establish Women's Police Councils (WPC) in partnership with the government, civil society partners and practitioners. A recent workshop was held in Kabul to discuss this, and focused on six key areas: recruitment; retention; training to support policewomen; training to eliminate violence against women; building decent working environments; and elimination of harassment against policewomen. It also offered a framework by which to engage and work with the Ministry of Interior (MOI) to implement steps.¹⁶

Policing in Yemen

Legal and policy frameworks

The 2011 Arab Spring saw great change sweep over Yemen. As part of a Gulf Cooperation Council (GCC) brokered deal, President Saleh willingly stepped down from power after 33 years, the only leader in the Arab Spring-affected countries to do so. The subsequent National Dialogue Conference (NDC) brought together actors from across the country to discuss solutions to nine key areas which were cited as drivers behind the uprising. Whereas women constituted 0.3 per cent of the previous government, there was a 30 per cent quota in place for these talks due in large part to their participation in the protests and demand for an increased spot at the table, indicative of more prominent roles women are demanding and taking in the emergent government. Security sector reform was also at the forefront of priorities at the NDC and initial proposals discussed the objective of 'Expansion and empowerment of women in the work of the security services and the military and intelligence.'¹⁷ When the NDC completed on 21 January 2014, which sought to address a number of national grievances, the drafting of a new constitution began. A first draft of the new constitution was presented in January 2015.

Yemen's traditional police consist of six groups: the general police (security, traffic and tourism); the Najda (emergency police who protect government buildings and foreign embassies); firefighters; passport authority; the Coast Guard; and the Criminal Investigative Department (prisons, counter-terrorism teams, and special operation teams). Some departments overlap and even duplicate efforts and capability between police and internal security, military and intelligence.¹⁸

The constitution of Yemen defines the state as the only authority to establish armed forces, police, security forces and any such force in order to protect the republic and safeguard its territories and security. No other organisation, individual, group, political party or organisation may establish forces or paramilitary groups for whatever purpose or under any name. The police is a civilian and regular force which performs its duties for the service of the people and guarantees peace and security for the people. These forces belong to the people of Yemen and are not to be employed in the interest of a party, individual or group. All citizens of Yemen are equal in their rights and duties.¹⁹

The Final Communiqué of the NDC highlighted a number of areas which could be applicable to women in policing. For example, "The State shall apply basic principles for rebuilding the relationship of the military and security institution with the people so that these institutions will be the protective fence for the interests, security and stability of the people." If women's interests are best served by policewomen, ensuring there are an adequate number of policewomen to serve the public is an important part of this. The NDC also stated: "A

¹⁴ IAWP. "IAWP WomenPolice Magazine". Accessed 24 November 2014. Link: <http://www.iawp.org/wpmagazine/womenpolicemagazine.htm>

¹⁵ Abu Dhabi Police. "The 2nd Regional Conference of Women Police Starts in Abu Dhabi Tomorrow." Press release. 24 November 2014. http://www.zawya.com/story/The_2nd_Regional_Conference_of_Women_Police_Starts_in_Abu_Dhabi_Tomorrow-ZAWYA20131124135426/

¹⁶ "Workshop Summary: Police Women Councils in Afghanistan," ed. International Association of Women Police (2014).

¹⁷ NDC working group, "Topic: Final Report of the First Period to Build the Foundations of the Army and Security and Their Role," (13 April 2013).

¹⁸ Dimitris Soudias and Mareike Transfeld, "Mapping Popular Perceptions: Local Security, Insecurity and Police Work in Yemen," ed. The Yemen Polling Center (July 2014).

¹⁹ "Yemen: Constitution," ed. Yemen (10 February 2001).

new identity, culture and doctrine for the military will be formulated for all the military and security institutions, including the police, judiciary and prisons organizations." This new identity, culture and doctrine could be opened up to include policewomen. "The State will work to tighten civilian control over the armed forces and security services and will ensure the formation of a professional non-partisan and non-politicized security sector which is subject to the law, accountability and respect for human rights and civil liberties through an alerted conscience."²⁰ Civil control may also offer opportunities for non-traditional actors to participate in ensuring the security sector is accountable and respectful of human rights, which may include ensuring women's needs are adequately addressed.

At present, there are no international conventions that the MoI has signed related to women and security and none that could be identified by interviewees.²¹ However, there are a number of aims and required tasks outlined by the Ministry that appear relevant to women and policing. For example, the aim of "Protecting souls, honors, money, freedoms, in particular, preventing crimes," as well as the aim to "Guarantee security for the citizen in cooperating and coordinating with the State's bodies according to the constitution and law." These aims reinforce the responsibility of the state to ensuring the protection of its citizens. Considering societal norms generally separate men and women in Yemen, the presence of female police officers could help fulfill these aims of the Ministry in relation to the countries women. Specific tasks related to this include, "Putting and implementing a plan to build and prepare the police forces organisation, training and arming and providing it with the materiality and humanity elements."²² These tasks offer the instruments by which women in policing may play a role which also ensure their access to training and materials.

Security sector reform was at the forefront of priorities at the NDC and initial proposals discussed the objective of "Expansion and empowerment of women in the work of the security services and the military and intelligence."²³ Unfortunately, this recommendation did not appear to make it further than this document and was not reflected in the *Report on the Outcomes of the First Phase of the NDC*.²⁴ Whether this discussion will arise in final constitutional discussions is up for debate, though currently appears unlikely. In late 2014, however, the police college under the MoI initiated women-specific programmes, offering some positive signs that this may yet progress.²⁵

Police stations: role and function

Police stations represent an important aspect of policing and provide a physical location between the police forces themselves and the public. In Yemen there is a perceived imbalance of police provision between rural and urban areas. 88.39 per cent of Yemen's in rural settings claim that there is not a police station in their area, while only 23.21 per cent in urban areas claim there is not a local police station.²⁶ Specifically, police stations provide a number of important functions in their communities.²⁷ These include:

- *Public service*: members of the public can come and make complaints and bring evidence regarding cases they are involved in
- *Coverage*: strategic location for area coverage and faster response times to reported incidents
- *Vehicles, equipment, employees*: parking, maintenance and service of patrol car fleets at station. A station might also have an evidence locker, uniform area, weapons and ammunition room, and a computer room. A station may also have a staff room where officers are given their assignments at the beginning of a shift and discuss patrol notes with the previous shift.
- *Dispatch centre*: receive and process calls from the public, coordinate police units and patrols

²⁰ National Dialogue Conference, "The Final Communiqué of the National Dialogue Conference," (Sana'a, Yemen 2013-14).

²¹ Correspondence with MOI official. 15 November 2014.

²² Presidency of the Republic - National Information Center, "Tasks and Specializations of the Interior Ministry," http://www.yemen-nic.info/english_site/ministations/detail.php?ID=55599.

²³ NDC, "Topic: Final Report of the First Period to Build the Foundations of the Army and Security and Their Role," ed. The NDC working group (13 April 2013).

²⁴ Yemen National Dialogue Conference, "Report on the Outcomes and Recommendations of the First Phase of the Comprehensive National Dialogue Conference," (8 July 2013).

²⁵ "Police College introduces new women's specialized program." *Yemeress*. 24 August 2014. <http://www.yemeress.com/alahale/1778224>

²⁶ Transfeld, "Mapping Popular Perceptions: Local Security, Insecurity and Police Work in Yemen."

²⁷ Personal correspondence with former senior UK police officer, 14 November 2014.

- *Forensic science*: 'physical' information about an offence not taken from suspects or witness interviews. For example: photographs, fingerprints, ear prints, DNA, traces or imprints of devices used for a particular crime, IT-techniques, chemical analyses, fire investigation, etc.
- *Detention*: detain, interview, and hold suspects pending court appearance (short-term)
- *Access to information of the state*: this may include restricted, confidential, or secret information available on an exclusive basis, as well as open source information available to the general public. Information may consist of physical materials, such as ledgers, card indexes, files, filing cabinets and sometimes non-police information sources, such as phone directories or electoral roll. Non-police and police/state information may also be accessed through secure links at the station for things such as personal or company information.

Family protection units can be specialised units within police stations where police generally deal with cases related to women, children, and domestic violence. Outside of this, policewomen largely work within headquarters and have no direct communication with citizens. In cases where policewomen are required, they may be called to investigate and/or advise.

Policewomen face challenges related to basic infrastructure at stations. Many stations do not have female facilities, such as change rooms or washrooms. Even ensuring basic things, such as ensuring women's police uniforms are available, may prove challenging.

Current roles for women police officers

Women in the People's Democratic Republic of Yemen were active in the judiciary, army and police force. Since the unification of North and South Yemen, however, policewomen have largely worked only in desk jobs. Women officers are not often found at police stations and this can prove challenging for officers who are dealing with female suspects, and female members of the public who may be seeking police assistance. Yemen's police forces currently contain 168,996 men and 2,868 women (or 1.7 per cent). In 2010, 16 women had reached the rank of colonel, 17 had reached the rank of lieutenant colonel, three had reached the rank of captain and two were lieutenants.²⁸ Women's presence in the forces has largely reemerged since the first class of female officers graduated in 2001 from the Police Academy in Yemen.²⁹ This has been steadily increasing since 2001 and currently over 2,800 policewomen work within the police.

Some of the main security roles women are currently found in include:

- **Administrative**: filing and clerical work, mostly located at operational headquarters
- **Border services**: checking women at border checkpoints; taking photos of women for passports
- **Counterterrorism work**: participating in house raids where women and children are present, searching female suspects
- **The Family Protection Unit**: two Family Protection Units are currently established in Yemen — one in Aden, and one within the main office of the MOI (both of these units are run by women). The Family Protection Unit focuses predominantly on cases related to women, cases of domestic dispute/abuse, or cases involving children.
- **UN Model Police Station**: the UNHR has established a 'model' police station in Aden. This station largely serves the local population and refugees
- **MOI Model Police Station**: the MOI is currently looking at establishing 'model' police stations in Taiz and Aden, which contain women's units and are serviced by policewomen, and which serve women.³⁰
- **Corrections (Prisons)**: women currently work in corrections as guards and health workers, specifically interacting with female inmates

Women, like their male colleagues, require certain qualifications and training to qualify to be police officers. "Policewomen in Yemen have proven to be committed, interested and disciplined. They want a more practical role in policing, and more leadership positions. Women have not taken on a large number of roles in

²⁸ Al-Methaq. "Yemen: female police surveillance of terrorists in the security points and at the entrances to major cities." 14 October 2010. <http://www.almethaq.net/news/news-17831.htm>

²⁹ Faisal Dareem, "Women Police in Yemen Fight Terrorism and Gain Acceptance," *Al-Shorfa*, 2010-07-07 2010.

³⁰ Interview with Yemen Polling Center consultant Marie-Christine Heinze. 14 November 2014.

military and policing largely because these are viewed to be for men” states one UNDP police advisor.³¹ This includes positions where displaying traits that are deemed to be masculine, such as aggression, toughness, or ‘no-nonsense’ attitudes, may prompt women to be labeled as bossy, obnoxious or overbearing. Women also face a double burden; if they display traits that are perceived as feminine, such as passivity, nurturing and cooperation, they may be labeled as weak and overly sensitive.³² Policewomen more broadly may also have confidence in them undermined if women who may not have the skills and motivation to serve their communities are promoted simply because they are women.

Women also face challenges in recruitment, in particular gaining family approval to enroll and battling social stigmas.³³ Recruited women may be viewed negatively as police and military roles are viewed as suitable for men only. As of 2010, to sign up for the police college, women also had to have written consent from their fathers.³⁴ Whether this is still the case could not be verified.

Perceptions of the police in Yemen

The roles and perceptions that the public have about women in policing are varied but generally indicate some key themes. Although many Yemenis support having female police officers for specific roles which support or focus on other women, they are hesitant to let members of their own family join the police.

A recent survey by the Yemen Polling Centre indicated that:³⁵

- 51.64% of Yemenis support the idea of having female police officers
- Yemenis who support having women as police officers do so in order that policewomen search other women (61.28%), serve the needs of society (9%), because they have a right to work (8%), or because they believe women do a better job than men (6%)
- 20% of respondents would support having a female family member join the police, while 80% would support a male family member joining the police
- 5.5% of women would report a crime alone in a police station without a women’s unit, but 44.4% would report a crime if there were a women’s unit
- 47% of Yemeni’s think the police treat women fairly
- 7.84% of men would allow a female family member to report a crime alone in a police station without a women’s unit; 47.66% would allow them to report a crime if there was a women’s unit
- those who opposed women in policing did so because they believed: women shouldn’t work because it is against culture (31.5%), women should not work outside the home (19.34%), or it is perceived to be against religion (13.74%).

Mechanisms and programmes to support women in policing

Current government programmes

There have been three main governmental programmes to support women’s training and leadership advancement in the police in Yemen: The Police College (MOI), Women’s Leadership and Strategic Planning (UNDP) and The Women’s Leadership Programme (College of Policing, UK). There is no gender sensitivity training noted in current programming. There is a human rights component in current training in the MOI, though this is only present for ongoing career training in the Police College, not initial police training.

The Police College

The Police College trains police officers. All general officers must undergo initial training here. Police officers can also undergo continued training throughout their careers. This training has one course on human rights.

³¹ Interview with Mohammad Thathi, Police Advisor, UNDP Yemen, 14 November 2014.

³² Sandra Wells and Betty Sowers Alt, *Police Women: Life with the Badge* (Greenwood Publishing Group, 2005), 40 - 41.

³³ Abdulrahman Hussein, "Film: Women and Security in Yemen," ed. Saferworld (2014).

³⁴ Darem, "Women Police in Yemen Fight Terrorism and Gain Acceptance."

³⁵ YPC, "Public Perceptions of the Security Sector and Police Work in Yemen. Major Survey Findings," (Sanaa: Yemen Polling Center, 2013), 70.

There is also a research department in the college. Women would also go through the college to receive their police training.

Women Leadership and Strategic Planning

This programme was a two-year transitional programme run by the MOI in cooperation with UNDP/ Emergency Capacity Development Facility project, with funding from the US Department of State: Bureau of International Narcotic and Law Enforcement.³⁶ It involved 28 female police officers and was focused on leadership and strategic training. Following the programme's end in December 2014, training materials are to be given to the MOI for consideration in their programming. The MOI stated they would consider this material in their own programme and also consider more women for leadership positions. This programme was based on international best practice guidelines and the Yemen Police Act.³⁷

The Women's Leadership Programme

The Women's Leadership Programme was run by the College of Policing in the UK and in 2013 two Yemeni women attended.³⁸ Leadership and managing change were the main themes of the programme. There were also some sessions on empowerment.³⁹

NGO and Donor-led programmes

There have also been a number of donor or NGO-led programmes to support women in policing including:

European Union

The European Union is currently partnered with the MOI focusing on security sector reforms. This includes training of police. The ongoing project is designed to build the capacities of training institutions of the MOI. The project aims at improving the quality of training provided by the Police Academy through modernising the curriculum, improving links with other training providers, exchanging and developing best practices and modernising the Police Academy by integrating multimedia technologies into the training facilities. The project will include other important components such as technical assistance, professional development, and empowering female officers to be equally trained and promoted as their male colleagues. The respect for human rights is to be mainstreamed in the entire curriculum.⁴⁰

Yemen Polling Centre

The Yemen Polling Centre has created a number of reports focused on public perceptions of security providers in Yemen and security concerns in Yemen. Specific reports have focused on women's security concerns and public perceptions of women in policing. They are currently undertaking a three-part project that looks at public perceptions of police stations (including attitudes of policemen arresting women); examining prison conditions and prison sections for women; and female prisoners themselves. These final reports will be published in early 2015.

United States Institute for Peace

United States Institute for Peace has done extensive research on local justice systems in Yemen, including questions of policing. They are currently finalising a report on prisons in Yemen, including youth and women's prisons, and female guards.

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

The GIZ ran programme entitled, 'Social Care House for Women' from 2004 – 2010 which helped current and former women prison inmates and victims of violence to earn their own income as an alternative to being

³⁶ UNDP, "Police Female Leaders Further Develop Their Skills Attending a Leadership & Strategic Planning Course," news release, 08 September 2013, <http://www.ye.undp.org/content/yemen/en/home/presscenter/pressreleases/2013/09/08/police-female-leaders-further-develop-their-skills-attending-a-leadership-strategic-planning-course/>.

³⁷ Interview with Mohammad Thathi, Police Advisor, UNDP Yemen, 14 November 2014.

³⁸ The College of Policing, "Breaking Down Barriers for Female Officers from Yemen to Bahrain," (April 2014), <http://www.college.policing.uk/en/21649.htm>.

³⁹ Correspondence with Simon Stevenson, International Commanders, Leadership International, College of Policing, UK. 14 September 2014.

⁴⁰ The European External Action Service. "Newsletter of the delegation of the European Union to Yemen." Issue 2. November 2010. Accessed: 14 November 2014. Available at: http://eeas.europa.eu/delegations/yemen/documents/newsletter/newsletter_issue02_en.pdf

dependent on their families, thereby ensuring their livelihood after release from prison. They engage in service-training for police officers.⁴¹

What role can NGOs play?

Governments and NGOs can work together to promote women in police training. For example:

- they can assist specifically with public awareness and recruitment by showing policewomen's achievements, and the work that policewomen are doing
- they can also showcase public feedback on the achievements of policewomen
- they can help people accept that they can send their sisters and daughters to join police forces; this can assist by countering negative public prejudices and stereotypes.
- encourage protection units to be trained in gender-based violence (GBV), and sexual harassment
- encourage the police academy to reconfigure their curriculum to include more gender-focused components as well as integrate materials which highlight women in policing into their curriculum (e.g. Women in police video by Saferworld,⁴² GIZ project on female inmates⁴³)
- they may also encourage or promote women's police associations.

One case out of the UK highlights how government, community organizations and other stakeholders can work together to improve equality and inclusion of policewomen. In July 2008, a Green Paper⁴⁴ set out the way forward for reforms and outlined a range of proposals that focused on continuing to deliver improvements to policing. A strategy and action plan entitled, 'Equality, diversity and human rights strategy for the police service'⁴⁵ was created and outlined how the Association of Chief Police Officers, the Association of Police Authorities, and the Home Office could implement these reforms. A wide range of people and organisations with an interest in the strategy, including staff associations, unions, diversity staff support groups and community representatives, contributed to the structure and content of the strategy.

Promoting models of community policing can also open space for community groups to work with the police on reforms, including promoting policewomen. Community policing refers to a partnership-based, collaborative effort between the police and the community to ensure safety and security. A case from Nigeria demonstrated this: "Female civil society leaders who participated [in policing work]—because of their experiences in interfaith fora and as peacebuilders—had enhanced relationship-building skills and faculties that clearly contributed to the improvement of community-police relations."⁴⁶ This example demonstrates the benefits and diversity of roles women can take in community policing approaches.

International frameworks and best practice guidelines

UN resolutions

There have been a number of UN resolutions that have shaped and led the global women and security agenda.⁴⁷ In relation to women in policing, there are five that are particularly important:

⁴¹ GIZ. "Resocialisation of Released Female Prison Inmates: The Social Care House for Women." <http://www.giz.de/en/worldwide/17048.html>

⁴² Hussein, "Film: Women and Security in Yemen."

⁴³ See for example "Resocialisation of Released Female Prison Inmates: The Social Care House for Women," a partnership between Social Care House, Arab Foundation for Supporting Women and Juveniles, al-Mansura Prison, Aden from 2004 – 2010. <http://www.giz.de/en/worldwide/17048.html>

⁴⁴ Green Papers are consultation documents produced by the UK Government. Often when a government department is considering introducing a new law, it will put together a discussion document called a Green Paper. The aim of this document is to allow people both inside and outside Parliament to debate the subject and give the department feedback on its suggestions.

⁴⁵ Home Office, "Equality, Diversity and Human Rights Strategy for the Police Service," ed. Association of Police ACPO, Home Office (2010).

⁴⁶ Fulco van Deventer Georgia Holmer, "Inclusive Approaches to Community Policing and Cve," ed. USIP (United States Institute for Peace, 2014).

⁴⁷ For 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 see: UN Women, "Key International and Regional Law, Instruments and Agreements," <http://www.endvawnow.org/en/articles/1125-key-international-and-regional-laws-instruments-and-agreements-.html>.

1. The **UN Convention on the Elimination of Discrimination Against Women (CEDAW, 1979)**, which emphasises the importance of eliminating the barriers that would restrict women from full and equal participation in all aspects of life. Yemen is a signatory of CEDAW.⁴⁸ In relation to policewomen, this could include impact women in three ways:
 - it emphasises the rights of women to participate equally with men in employment opportunities within the police services
 - it emphasises the rights of female officers in relation to workplace discrimination based on gender
 - it emphasises the rights of all women to access institutions that uphold their rights, which may be best facilitated with access to policewomen.
2. **UN Security Council Resolution 1325 (2000)** emphasises the role of women in peace and security. It stresses “the importance of women’s equal and full participation as active agents in the prevention and resolution of conflicts, peace-building and peacekeeping”. It calls “on Member States to ensure women’s equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and urges all actors to increase the participation of women and incorporate gender perspective in all areas of peace building”.⁴⁹ This resolution clearly states the importance of including women in all aspects of peace and security and encourages governments to encourage and develop this. This could also apply to police forces.
3. **UN Security Council Resolution 1820 (2008)** urges Member States to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations.⁵⁰ While 1820 focuses on sexual violence in conflict situations, it is important in this context as it recognises the disproportionate impact that sexual violence can have on women and the role that national institutions, which can include judiciary and police, must have in addressing this. There are a number of international resolutions which focus specifically on the means of addressing women and violence, which include calling for more responsive law enforcement and legal structures to address these. These may also be another important component of promoting the role of women in the police.⁵¹ It should be cautioned, however, that women should be valued equally in their roles as police officers, and not only in their value in addressing women’s issues as such roles may limit or restrict other areas they may want to participate in.
4. **UN General Assembly Resolution on Crime Prevention and Criminal Justice measures to Eliminate Violence Against Women (1998)** encourages women to “join police forces, including at the operational level” and “to provide for or to encourage mandatory cross-cultural and gender-sensitivity training modules for police” (Annex paras. 8 and 12).
5. **Millennium Development Goal No. 3: Promote Gender Equality and Empower Women.** This could be relevant for equality in both employment opportunities, and empowerment which may include being empowered and able to access to justice.

As a follow up to Resolution 1325, the Security Council adopted Resolution 1889 which called for “further strengthening of women’s participation in peace processes and the development of indicators to measure progress on Resolution 1325.” This resolution clearly indicates a requirement to integrate gender perspectives and indicators into practice.

⁴⁸ UN General Assembly. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). 1979. Available at: <http://www.un.org/womenwatch/daw/cedaw/>

⁴⁹ UN Security Council, "Security Council Resolution 1325 (2000) [on Women and Peace and Security]," in *S/RES/1325 (2000)* (October 31, 2000).

⁵⁰ "Resolution 1820," in *S/RES/1820 (2008)* (2008).

⁵¹ For further detail see United Nations Peacekeeping, "Women, Peace and Security," <http://www.un.org/en/peacekeeping/issues/women/wps.shtml>.

Best practice guidelines

There are numerous best practice guidelines relevant to women in policing (see recommended readings). One example of such guidelines is the Police and Gender Reform Toolkit created jointly by the OSCE, DCAF, and UN-INSTRAW.⁵²

Some of their key recommendations include:

1. **Senior-level commitment and support:** including identification of senior-level 'gender champions'. Ensure you have senior figures in related security and political institutions that openly support women in police.
2. **Gender assessment:** police reform programmes need to understand gender and security issues at the ground level, including the capacity of the police and the community to implement changes. This could involve arranging meetings or workshops between police and community members who can speak about women and security issues.
3. **Action plans:** based on an assessment, a clear action plan and framework need to be developed and implemented to ensure the reform is in line with broader institutional and systemic goals. In practice, this includes clear communication and outlining achievable goals between actors, such as police and representatives from the Mol.
4. **Gender-responsive policies and procedures:** review, revise, and create new policies and procedures that take into account the needs of men, women, girls and boys, including sexual harassment policies and codes of conduct. This could include identifying individuals, such as gender experts or consultants, to include when reviewing policies and procedures.
5. **Procedures and initiatives on gender-based violence (GBV):** Institute procedural, structural and programmatic initiatives, such as the creation of women's police stations or telephone hotlines that improve the prevention and response to GBV.
6. **Training:** implement training programmes at all levels to mainstream gender issues and provide specific training to increase GBV-related skills and create non-discriminatory police organisations. Locate, identify and prepare individuals to conduct such training.
7. **Recruitment, retention, and promotion of women** and other under-represented groups: initiate the reforms and new initiatives needed to target them. Practical means could include: identifying key locations for targeting recruitment drives for women and minorities (e.g. educational institutions), and identifying and addressing reasons why policewomen are not staying in their positions. Create solutions based on these to retain policewomen.
8. **Female police associations (FPA):** support associations for under-represented groups, as a venue for advocacy, support, sharing of experiences. Partner with international or regional FPA's when establishing to support and guide your association.
9. **Vetting processes:** screen police recruits for GBV, including domestic violence. Ensure that GBV is not replicated in the forces. Put mechanisms in place to notify senior officers if GBV concerns arise and have clear guidelines in place to address these.
10. **Multi-sectoral collaboration:** work with the health, justice and education sector, as well as with civil society organisations – including women's organisations; lesbian, gay, bisexual and transgender groups; and children's rights advocates – to ensure that reforms are participatory and meet the needs of all communities. Ensure reforms represent the communities they serve.
11. **Information campaigns:** develop internal and external communication plans to ensure police and community members are aware of the gender-responsive police reform process and how to file complaints against the police. Identify effective ways to reach local communities with campaigns and local figures or groups who may be able to facilitate and promote this.
12. **Accountability:** establish internal and external mechanisms to monitor and hold accountable individuals or groups who are not in line with broader institutional reform. Ensure mechanisms for accountability are made clear to all actors, as well as expectations in broader reforms.

⁵² Tara Denham, "Police Reform and Gender," in *Gender and Security Sector Reform Toolkit*, ed. Megan Bastick and Kristin Valasek (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008).

13. **Civilian oversight:** establish structures such as liaison boards and ombudspersons' offices to facilitate oversight. Ensure oversight structures and roles are clear and oversight is monitored and reviewed regularly.

Key resources and recommended reading material

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- DCAF, Geneva Centre for the Democratic Control of Armed Forces "Police Reform and Gender" Arabic training module http://www.gssrtraining.ch/images/stories/PDF/police_AR/2%20police%20reform%20and%20gender_arabic.pdf
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