

WORKING PAPER

POLICE AS AN ENTRY POINT TO END VIOLENCE AGAINST WOMEN AND GIRLS

**LESSONS FROM CIVIL SOCIETY ORGANIZATIONS FUNDED
BY THE UN TRUST FUND TO END VIOLENCE AGAINST WOMEN**

JANUARY 2020

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ABOUT THE UN TRUST FUND TO END VIOLENCE AGAINST WOMEN

The UN Trust Fund to End Violence against Women (UN Trust Fund) is a global multilateral grant-making mechanism dedicated to supporting efforts to prevent and end violence against women and girls. Established in 1996 by United Nations (UN) General Assembly Resolution 50/166, it is managed by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on behalf of the UN System. Since its establishment, the UN Trust Fund has awarded USD 150 million in grants to more than 500 initiatives in 140 countries and territories.

UN Trust Fund funded projects seek to impact the lives of women and girls by their access to multisectoral services, by increasing the effectiveness of legislation, policies, national action plans and accountability systems that address violence against women and girls, and by changing practices, behaviors and attitudes for a prevention thereof. Per the decision of its Global Programme Advisory Committee, since 2017, the UN Trust Fund exclusively awards grants to Civil Society Organizations (CSOs).

ABOUT THE UN TRUST FUND SYNTHESIS REVIEWS

The Synthesis Reviews are a new initiative of the UN Trust Fund. Over the past ten years, the UN Trust Fund has commissioned more than 150 evaluations of UN Trust Fund funded projects implemented by CSOs across the globe. These evaluations document the processes, mechanisms and implementation challenges of working on the frontlines of ending violence against women and girls. This set of process evaluations forms the core of the UN Trust Fund Synthesis Reviews. The primary aim of the reviews is to contribute to the global debate on ending violence against women and girls by highlighting the role of CSOs in this area of work. A secondary aim is to inform the UN Trust Fund's Strategic Plan and to guide the programmatic and operational support provided to the organizations it funds. Each synthesis presents thematically grouped evaluation findings and recommendations, and benefits from an external peer review process and consultations with CSOs prior to publication.

The demand-driven nature of the UN Trust Fund's work is mirrored in the scope of initiatives discussed in the Synthesis Reviews. These initiatives stem from the universe of UN Trust Fund funded grants only, and, as such, reflect the priorities and strategies that CSOs as experts in the field of ending violence against women and girls and as project designers and implementers have identified to change the lives of women and girls. As the projects they look back on, the final evaluations that are at the center of the Synthesis Reviews were carried out in varying contexts, primarily by evaluators from the global South who are specialists in the thematic examined. Evaluation methodologies were informed by the respective evaluation objectives and the findings presented in the Synthesis Reviews are those of the external project evaluators and do not necessarily reflect the views of the CSOs that implemented a given project, or of the UN Trust Fund.

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Responsibility for the views expressed in this paper and for any errors of fact or judgement remains with the authors. Any questions or comments on the UN Trust Fund's Working Papers can be directed to untf-evaw@unwomen.org

LIST OF ABBREVIATIONS

ECA	Europe and Central Asia
EVAW/G	Ending violence against women and girls
GEM	Gender Equality Mechanism
MoU	Memorandum of Agreement
UNCT	United Nations Country Team
UNDP	United Nations Population Fund
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
VAW/G	Violence against women and girls
WHO	World Health Organization

INTRODUCTION

Policing is one of the essential services of a coordinated multi-sectoral response to violence against women and girls. A well-functioning frontline of police officers has the potential to increase the likelihood of justice and reparations for women and girl survivors of violence by improving documentation (including medical documentation) of violence, strengthening police investigations and overall deepening cross-sector responses to violence against women and girls. Police officers work with survivors, offenders, witnesses and various forms of evidence – their attitude and response to all involved can have a dramatic impact on ensuing developments, including the prevention of future violent acts and the protection of survivors, but they need the appropriate knowledge and tools to respond (UNODC 2010).

While the importance of police training is well understood, little is known about the entry points for CSOs and women-led grassroots movements in working through law enforcement agencies to end violence against women (EVAW) or creating the enabling conditions for EVAW. Drawing on the work of 52 organizations funded by the UN Trust Fund globally that have worked in varying capacities on police training for EVAW, this review argues that contrary to what the policy literature suggests, i.e. that the role of CSOs are confined to the periphery such as developing curriculums, one time trainings and gender sensitization alone, and

contrary to what the academic literature suggests i.e. that law enforcement personnel are allowing CSOs to do their work for them thereby diluting responsibility, we find in our review that CSOs are neither peripheral to nor substituting the work of law enforcement. On the contrary they have worked effectively on advocating for change from within law enforcement agencies and incrementally building their capacity to deliver on the frontlines. And while under certain conditions, their efforts have struggled to sustain or scale up, some evaluations suggest that several CSOs have successfully worked on institutionalization of police trainings and are viewed as legitimate agents of long-term change by law enforcement agencies. By carefully unpacking the trajectory of CSOs funded by the UN Trust Fund that have had varying levels of success with police training, there is a wealth of lessons to be learnt for policy, programming and research. This is a first attempt to consolidate the same.

The findings of this report are divided into four sections a) the various types of strategies CSOs have employed to strengthen law enforcement agencies and frontline officers to end violence against women and the associated theories of change of these strategies, b) the survivor-level and institution-level outcomes of these strategies, c) the challenges faced by CSOs in implementing police training, and d) recommendations and lessons for projects working on police training.

LITERATURE REVIEW AND STRATEGIC FIT

The literature on the police and EAW is either focused on the barriers to access for survivors, or on the police's institutional capacity to handle cases.

On barriers, while 'restrictive social norms' and physical access barriers account for a lion's share of under-reporting more generally, it is important to recognize that when it comes to reporting to the police specifically, many women in low-income countries typically do not inherently trust their justice systems and police or assume that the likelihood of charges being laid against a perpetrator are low. A very small proportion of women ever seek the assistance of formal police, turning instead to family and community sources of support – according to a multi-country WHO (2016) study, between 55% to 95% of physically abused women had never sought help from formal services or from individuals in authority (e.g. village or religious leaders). Only in the capitals of Brazil, Namibia and Peru did more than 15% of abused women report seeking help from the police. Moreover, during conflict sexual violence perpetrated by militia, military personnel or police is an important aspect of non-partner sexual violence. Only six population studies were identified that reported on non-partner sexual violence in conflict-affected settings (see WHO 2016). Disaggregating this data, however limited, is important in order to understand who or what types of violence are more likely to be reported to the police or formal justice institutions and how CSOs can contribute to filling the gaps. According to some global estimates, physical violence by non-partners is reported at a higher rate than sexual violence (physical assaults ranged from 15% to 27% and sexual violence ranged from 4% to 13%) (Johnson et al 2008). The likelihood of charges being laid against a perpetrator is between 1% and 7% of all reported incidents. The likelihood that cases will result in a conviction is just 1% to 5%. The latest study on nationally representative studies in 28 EU countries shows that only 14% of women contacted the police as a result of the most serious incident of violence since the age of 15 years old (see EU 2014).

On the institutional capacity side of police response to violence against women, there is limited understanding of what the key barriers and enablers are.

According to UNODC (2010), historically in many countries, police responses to violence against women have been typified by uneven service delivery, underreporting by both police and survivors, and survivor dissatisfaction. Many police officials have viewed domestic violence or early and forced marriage for instance as a "private" matter, best left behind closed doors. This has resulted in attitudes and systems that minimize police responses and discourage specialized responses to women who are survivors. Officers who do act to better meet the needs of women survivors of violence have sometimes faced recriminations and social isolation, with their efforts being denigrated. On the data collection side, there is an urgent need to improve and standardize data collection systems (especially in coordination with other frontline service providers) because in most countries tracking the incidence, frequency and severity of violence remains a challenge and consequently so does monitoring and follow up of reported cases.

In the recent past however in many parts of the world, much has changed when it comes to building the capacity of law enforcement agencies to respond to VAW/G.

Some governments and police agencies have adopted standardized definitions of domestic violence, improved access to the police and other services for survivors, hired and promoted more women police officers, implemented standardized protocols for reporting, investigation and documentation, and improved measures to meet the needs of survivors and provide protection from further harm (UNODC 2010). There has been improved police training and the creation of specialized investigative units to respond to reports of domestic violence.

While institutional changes have begun to be made, a lot remains to be done in order to enforce these changes.

For instance, while Standard Operations Procedures have been mandated, in several countries there are no monitoring frameworks in place to assess

compliance. While national action plans and laws have been passed to create specialized sexual violence units or victim support units, there is limited support to set up the unit or support the training of police officers in a newly established unit or inform communities of the presence of such units. Finally, when it comes to investigation, while referral protocols exist, day-to-day coordination between frontline service providers remains a major challenge. Efforts to reform the police and improve their delivery face daunting political, financial, logistical and historical obstacles. Its very complexity can be intimidating, touching on issues of management, leadership, political will, attitudes, established behaviors and negative public perceptions. With police training for EVAW/G being undertaken by an ever-widening range of actors, a clearer understanding of what it entails and how it should be undertaken is essential.

How is the role of civil society viewed in filling these gaps? The literature on the role of civil society in police training, and more broadly on the institutionalized points of contact between formal justice institutions and CSOs when it comes to EVAW is limited, hence a major research gap remains to be filled. The policy literature emerging primarily from UN Office on Drugs and Crime or UNODC (the agency within the United Nations that is mandated to train police and set international minimum standards for police capacity in EVAW) suggests that CSOs typically work only on prevention when it comes to training the police i.e. on activities such as creating awareness and sensitizing police personnel on various issues regarding EVAW/G such as existing policies, laws and human rights,

or working with police to encourage reporting of violence through provision of information to the community on police commitment to EVAW/G and providing space for women's groups and police to interact on ending VAW. The onus of strengthening institutional capacity to do its "core business" – i.e. writing first incident reports, interacting with survivors, investigation, coordination and establishing internal structures – seems to rest on the police themselves (UNODC 2010). On the other extreme, recent academic literature points to how women's organizations seem to have increasingly stepped into a vacuum of low institutional capacity within the police. They are often seen to be driving cases forward and doing the work of the police themselves. For instance, Roychowdhury (2015) points out how in east India, survivors are increasingly counting on women's organizations for the requisite expertise (i.e. locating witnesses, writing a report, completing police charge sheets, gathering evidence in the form of documentation of assets or materials used during abuse), connections and psychological support to push a case through the police and the legal system. In our review of 52 women's organizations funded by the UN Trust Fund across the globe that work with police, we ask the following research questions: what are some of the institutionalized points of contact between CSOs and the police? What are the theories of change and outcomes of these engagements that are being measured? What are some of the key challenges faced and what are some recommendations for similar work going forward?

METHODOLOGY

In order to understand the various strategies and impacts of CSO projects, we consolidated the work of 52 organizations of the UN Trust Fund for Ending Violence Against Women. For the purposes of this review, we restricted the sample to CSOs (or International NGOs that work in partnership with local CSOs), the timeline to the last 10 years i.e. 2009 to 2019, and the types of projects to those with at least one component of working with police across all three UNTF priority strategies (prevention, implementation of laws and policies, and access to services). This gave us a total of 52 organizations working across the globe. It is important to note that all shortlisted organizations work on with police as part of a larger multi-sectoral approach to coordinate key actors within police, medical and justice services for ending VAW/G, and wherever possible the linkages with the broader programs have been pointed out in the findings section. Of our sample, there are several countries with two or more organizations (Armenia, Cameroon, Colombia, India, Kenya, Malawi, Palestine, Tanzania) and 10 countries with fragile situations i.e. fragile states, ongoing conflict or post-conflict (Sierra Leone, Papua New Guinea, South Sudan, Libya, Myanmar, DRC, Cote d'Ivoire, Marshall Islands, Mozambique, Zimbabwe). For the purpose of this review, we did not include a) organizations working on community policing, b) organizations that work with communities independently of the police to enhance reporting to the police. Also, none of the UNTF organizations have worked on women police stations (or WPSs), an important line of work that deserves separate attention but is beyond the scope of this paper¹.

Of the 52 organizations, 22 are in the current or active portfolio, and 27 are closed projects that have been evaluated. The 27 evaluations were then coded in NVivo

to inductively draw out the types of strategies used, outcomes measured, challenges faced and lessons learnt. It is important to note that the strategies and theories of change sections below draw on the work of all 52 organizations, but the outcomes measured and lessons learnt draw only on the 27 projects that were closed, drawing primarily on their end-of-project evaluation. There are several strengths and limitations of the sample included for review. Since the UNTF is the only non-earmarked global call for proposals with approximately 1500 applications every year, it provides a unique opportunity to study the global landscape on the needs of CSOs for carrying out police training. However, the sample is also limited for the same reasons and by no means representative, because this only includes CSOs and INGOs that can access UNTF application electronically and qualify for a grant.

What types of strategies do civil society use to train police?

UNTF organizations have engaged with the police to strengthen the following: a) initial contact with survivors, b) investigation and trial, c) improving internal systems, d) improving coordination with other frontline service providers, and finally e) prevention. In this section, we will unpack these five categories of police training (see summary in Table 1 below). The broader stages of police training have been adapted from Essential Services Package for Women and Girls Subject to Violence, Module 3: Justice and Policing (2016), and UNODC (2010) Handbook on Effective Police Response to Violence Against Women. However, it is important to note that while both typologies see the contribution of civil society only in the fifth category (i.e. prevention), UNTF funded women's organizations have worked across all five categories.

1 WPSs are specialized police stations staffed by women police, responding to VAW related complaints lodged by women, mainly by providing services such as counselling and dispute resolution. Studies show that women's experience with WPSs have been mixed at best. According to DFID (2017), only six evaluations have focused on WPSs which are mainly from India and Brazil. Women who are survivors of violence seem to be satisfied with the services they receive at WPS. Women who accessed WPS reported a reduction in physical violence by the husband due to intervention from women police. It appears that appropriate training of women police is important for the effective implementation of WPS. Several implementation challenges such as authoritarian attitude, gender norms and lack of training among women police were reported. One of the debates on WPSs is that it marginalizes the issue of GBV by creating a structure where issues of women are addressed by women without much involvement and responsibility by others. A book-length evaluation of WPS in Brazil, Ecuador, Nicaragua and Peru highlights the divergence between the formal responsibilities of the units and often-expressed women's needs – in all four sites, researchers found that the kinds of legal and psychosocial support that many women wanted were actually available; however the abused women were generally not aware of them and the WPS seldom made the referral (Jubb, N. et al 2010 in Heisi 2011) Considering this debate, comparative study of all WPS vs more women police officers in mainstream policing would be beneficial.

TABLE 1:
Strategies for CSO support to the police

Stages	Strategies	Grantee
Contact with survivors	Ensure police services are free of charge	American Refugee Committee (South Sudan)
	Ensure frontline officers are non-judgmental, empathetic and supportive in their listening and reporting techniques	YWCA (Zambia), International Medical Corps (Libya), KHPT (India), Association Ennakhil (Morocco), CIDEAL (Tunisia), Women's Justice Initiative (Guatemala)
	Ensure the case is properly prepared, an investigation plan is developed and implemented, investigations are appropriately coordinated	Pathfinder International (Mozambique), MADRE (Nicaragua)
	Ensure there is no forced mediation or alternative dispute resolution	Women's Support Center (Armenia), CIDEAL (Tunisia)
Investigation	Developing innovative tools to enhance evidence collection, storage and transfer in sexual assault cases	Physicians for Human Rights (Democratic Republic of Congo and Kenya), International Association of Women Judges (Malawi)
	Train police officers in the use of forensic techniques to document sexual violence	
	Improve presentation of evidence at trial	
Internal Structures	Following up on a national action plan or policy to support creation of a specialized sexual violence unit or victim support unit	Pathfinder International (Mozambique)
	Supporting the training of police in a newly established unit	Voice for Change (Papua New Guinea), Institute of Cape Verde for the Advancement of Gender Equality (Cape Verde), Women's Support Center (Armenia)
	Developing comprehensive Standard Operations Procedures for both police and police academies	International Rescue Committee (Sierra Leone), WUTMI (Marshall Islands), CSAAC (Mexico) esp. on disabilities, LUKMEF (Cameroon), Women's Support Center (Armenia)
	Form internal coordination plans for improving response to GBV	Pathfinder International (Mozambique)
	Strengthen police department HR systems to incentivize GBV learning	
	Develop and rolling out monitoring frameworks for assessing compliance with Standard Operations Procedures	Women's Resource Centre (Armenia)
	Standardize concepts and indicators across data management systems of different service providers	Equality for Growth (Tanzania)
	Training on maintenance, accuracy and privacy of records of reported incidents	PHR (DRC and Kenya)

Coordination with other services	Training police personnel to facilitate survivor's access to medical assistance and medico-legal examination	Leonard Cheshire Disability Trust (Zimbabwe), Rwanda Organization of women with Disabilities/ UNABU (Rwanda)
	Improving referral systems and coordination between first responder services	Concern Worldwide (Malawi), Women's Affairs Technical Committee (Palestine), Trócaire, (Kenya), International Institute of Rural Reconstruction (Kenya), Pragya (India), Najoti Kudakon (Tajikistan), CIDEAL (Tunisia)
	Training to facilitate linkages between police and other institutions (schools, workplaces)	AMREF Health (Tanzania), Center for Research on Democratic Processes or CRDP (Kyrgyzstan), Help and Shelter (Guyana), Women's Justice Initiative (Guatemala)
Prevention	Creating awareness and sensitizing police personnel on various issues regarding VAW/G such as existing policies, laws and human rights	Women's Support Centre (Armenia), China Equality (China), Asamblea de Cooperación por la Paz (El Salvador)
	Encourage reporting of violence through provision of information to the community on police commitment to EVAW/G	Palestine, Sindh Community Foundation (Pakistan), ECPAT France (Madagascar)
	Training other CSOs to do police vetting	ICTJ (Kenya, Nepal, Uganda, Cote d'Ivoire, Tunisia)
	Providing space for women's groups or youth groups and police to interact on ending VAW	Equality for Growth, (Tanzania), Africa Alliance of YMCA (Kenya, Zambia)
	Facilitating dialogue and knowledge sharing between police institutions across countries	Sur Corporacion (Colombia, Chile and El Salvador)

a. Initial Contact with Survivors

Majority of the organizations work on training police on how to receive and investigate cases of VAW/G in order to affect attitudinal and behavioral change when in contact with and supporting survivors. This includes ensuring police services are free of charge, ensuring the frontline officers are non-judgmental, empathetic and supportive in their listening and reporting techniques, making sure that frontline police officers explain to the survivor the justice processes, her rights and services available to her, ensuring the case is properly prepared, and an investigation plan is developed and implemented. This involves fundamentally changing their listening techniques in collecting the narrative from the survivor and includes ensuring that there is no forced mediation or alternative dispute resolution. One of the examples of CSOs that have provided this type of training is the Young Women's Christian Association in Zambia, which recognized the high rates of VAW in the country and focused on the nine poorest counties with the lowest literacy rates (see Box 1 below for details). Another project in our active portfolio

is that of Association Ennakhil in Morocco, that is currently setting up Listening Centres offering legal and psychological consultations to survivors (including explanation of the new provisions of the Family Code) and the centers are being used as a node for coordination between all public services engaged with survivors such as judicial police, hospital and courts. The coordination in the Marrakech Safi region is a pilot for scaling up a similar approach at the national level. Majority of the CSOs in this category are in fragile and conflict affected states, where strengthening the institutional response and capacity of police to handle both conflict-related and all other forms of violence against women and girls becomes particularly important.

The associated theory of change is that gender-responsive intake and an empathetic and professional listening of the survivors' story are more likely to yield a detailed testimony, which in turn is likely to have a ripple effect on prosecution outcomes, on trust in the justice system and ultimately on reporting of instances itself.

BOX 1:**YWCA, Zambia support psycho-social training of frontline police**

In a context where more than half of Zambian women experience physical violence at least once in their lifetime, YWCA used a comprehensive two-pronged approach of prevention and mitigation of violence against women – strengthening laws and policies, building the capacity of legal and social service providers, empowering vulnerable girls and women with business and entrepreneurial skills, and inciting community awareness and action. As part of their efforts to strengthen the frontline service providers, YWCA a) supported psycho-social training for intake police officers in the Victim Support Unit within the police and b) through a participatory approach to training service providers brought together all relevant stakeholders (including the police, health and judiciary departments), which allowed all three to understand the bottlenecks in other parts of the referral pathway and come up with solutions together. They also developed modules for police officers to refer cases rather than resorting to mediation.

b. Investigation and Pre-Trial

CSOs not only have a role to play in training officers on the initial contact with survivors but also in training police officers in the use of forensic techniques to document sexual violence and developing innovative tools to enhance evidence collection. Very often frontline service providers in low-income countries lack access to resources and training to follow up on cases through a formal ‘chain of custody’ and to collect and store forensic evidence properly. This is an important entry point for CSOs and independent think tanks working on the intersection of human rights and forensic medicine who can independently develop and pilot innovations in the field and train frontline officers.

The theory of change is that well-trained law enforcement located within supportive institutions and systems armed with stronger forensic medical evidence will enable prosecution of perpetrators of sexual violence and in turn reduce the incidence of sexual violence. One of the organizations that have worked in this field for over three decades is Physicians for Human Rights, a US-based not-for-profit human rights NGO that uses medicine and

science to document and advocate against mass atrocities and severe human rights violations around the world. It was funded firstly from 2012 to 2014 by the UN Trust Fund and again – due to evidence of promise for scale up – from 2015 to 2018. With their project, “Deepening and Expanding the Cross-Sector Network Response to Sexual Violence in the DRC and Kenya” they developed and piloted MediCapt, a digital tool to enhance evidence collection and trained frontline professionals in health, police and courts in the use of forensic techniques to document sexual violence (see box 2 below for PHR’s Theory of Change).

BOX 2:**Physicians for Human Rights’ Theory of Change**

The project’s theory of change posits: IF there is effective training of local medical, legal, and law enforcement professionals, AND they can master forensic documentation, analysis, and preservation techniques, AND they can support one another to train and mentor additional colleagues, AND they promote best practices in university legal and medical schools, hospital procedures, government agencies, and police academy studies; THEN more clinicians, lawyers, judges and police investigators will understand the role of forensic evidence in the pursuit of justice; AND prosecutions for crimes of sexual violence will be more effective because they are evidence based; AND forensic training will be embedded in government ministries with investigative, justice, and health mandates, university medical and law schools, and police academy; WHICH WILL IN TURN deepen and expand cross-sector response to sexual violence in ways that sustainably improve medical and psychological interventions, law enforcement investigations, and the likelihood of justice and reparations for women and girl survivors of sexual violence. BECAUSE Forensic evidence properly collected, analyzed, and preserved creates a record of events that is difficult to dispute in justice settings; AND such documentation, rooted in science and medicine and resistant to revisionism, will support increased local and international prosecutions of sexual violence crimes and the aspiration that accountability can supplant impunity – contributing broadly to more stable, secure and just societies.

As we will see in the section on impacts, the handling of sexual assault cases can vary dramatically when police officers are properly trained in collecting forensic evidence – it increases follow up, decreases likelihood of evidence being lost or contaminated so that it can actually be used for trials, improves relations between police and courts and most critically, increases likelihood of reporting itself.

c. Improving internal structures

Improving internal structures and systems of law enforcement agencies is as critical as working with the frontline; it could deepen and institutionalize the learning of the frontline to ensure that it goes beyond the individuals trained. And while it is typically assumed that CSOs have a limited role here, a bulk of organizations work falls under this category. There are three types of support given by CSOs under this category: a) setting up and bolstering specialized units such as victim support units or child crime units, b) developing internal plans and SOPs for police and police academies and c) strengthening data collection systems.

Under the first category, several organizations have advocated for or followed up on a national action plan or policy to support creation of a specialized victim support unit or sexual offenses unit within the Criminal Investigations Branch, staffed with female officers. CSOs can help set up these units, but also help establish the link between communities and these newly formed units to increase uptake of their services. For instance, in Papua New Guinea, Voice for Change supported the creation of a Family and Sexual Violence Unit as part of national rollout of policy in the law and justice sector. This was embedded within a larger training program that was focused on 500 key individuals (Community leaders, men in local government, provincial government, police, law and Justice, community development, local NGOs and CSOs, local churches, local health and education officials) in human rights and gender awareness. Similarly in Mozambique, Pathfinder International as part of its broader multi-sectoral approach to improving linkages between police, medical, psychological, and legal services, the NGO helped build the capacity of the newly created Cabinets of Assistance to Women and Children Survivors of Violence within the Provincial Police Department

to respond to cases of VAW. This project gave direct support to the CAWCVV with the aim to improve the services they offered. This was done by increasing the knowledge of the officers in terms of the law, by connecting the police with other institutions offering services to survivors of violence in order to coordinate efforts, and by connecting the police with CSOs who offer services that the police do not offer (such as the Human Rights League) and who are in a position to contribute to the dissemination of the services offered by the CAWCVV.

The second category under improving internal systems includes developing comprehensive internal plans and Standard Operations Procedures (SOPs) for both law enforcement agencies and police academies and rolling out monitoring frameworks for assessing compliance with SOPs. Under this category, several CSOs have also worked directly to strengthen HR systems to *incentivize* VAW/G learning within the police departments. Preparing training modules and SOPs and integrating them into the mainstream police curriculum in agencies, academies and police schools in particular is integral to institutionalization – in Sierra Leone for instance, IRC worked with local civil society partners to do the same and in Armenia a first-of-its kind protocol on referral mechanisms for the survivors of domestic and sexual violence has been developed by Women’s Resource Center, the first organization according to the evaluation, to address sexual violence against women in Armenia. The latter is part of a larger effort by the grantee to help implement the 2011-2015 Strategic Action Plan to Combat Gender-Based Violence. The SOPs developed, in particular those on sexual crimes, human trafficking and exploitation, prescription and implementation of punishment, and others are now included in the Law on Social Assistance. This work is critical given, as several other organizations have pointed out, that without SOPs any and all types of training risk remaining one-off efforts.

And finally, the third category under improving internal systems includes maintenance, accuracy and privacy of records of reported incidents and strengthening data management systems. It is important to recognize the urgent need for the development and establishment of harmonized and standardized GBV data collection system in low-income countries – a system that provides a regular flow of accurate information on cases in order for the frontline to

make better decisions, a system that is both flexible and coordinated for the various related departments apart from Police (Health, Human Development, Civil Society organizations, etc.) otherwise, several departments collect pieces of incomplete data that is neither accessible nor usable. An interesting example is of Equality for Growth in Tanzania, whose work on improving linkages between the police and urban market committees and creation of community-based protection systems also involved building VAW tracking system and collection of information on VAW cases happening/attended by committees, paralegals, LCS and women associations including those referred to police gender desks. Simple and easy to use M&E forms were designed, standardized and used by market committees and all other relevant stakeholders.

BOX 3:

IRC institutionalizes SOPs for Sierra Leone Police Department

In Sierra Leone, IRC worked with local CSO partners (Timap for Justice) to support the standardization of police investigation processes through the development of SOPs and a National Referral Protocol (NRP). A monitoring framework for assessing compliance with the SOP is agreed and rolled out. The SOP was adopted and institutionalized by the Sierra Leone as a guiding document for the specialized units called Family Support Units (FSU). Every FSU visited by evaluators, had a copy of the SOP and referred to it as their own document. FSU staff valued the standardized guidelines, its simplicity and accessibility made it easy for them to use and refer to. For the FSUs where staff were trained on the SOP, the evaluators assessed that they understood what steps they would take if presented with a SGBV case.

d. Coordination of police with other service providers and institutions

On coordination, a malfunctioning referral system can render the most effective criminal justice systems ineffective. CSOs can play a strong role here in facilitating coordination between the police and other frontline service providers depending on their

comparative advantage. For instance, in Malawi, Concern Worldwide began a school-based intervention to end VAW/G and set up a technical working group at District level bringing together the Police with the District Education Management Office, District Social Welfare office and the District Health Officers. The working group was instated to lead and coordinate training on issues of child abuse, school-related violence, early marriage and case management, more specifically how to report and follow up on cases of child abuse. PHR in Kenya and DRC facilitated the police-court-health nexus with forensic evidence as the entry point to bringing these actors together. In Tanzania, Equality for Growth, a local women's organization, worked to bolster women's economic rights and reduce their vulnerability to violence by creating safer market environments – they devised a VAW tracking system for the police gender desk, and held awareness sessions with all stakeholders collectively – the police, paramilitary, government councilors and market committee members. In Mozambique, Pathfinder International supported the police department's coordination meetings, which resulted in improved services (see Box 4 for details on the Mozambique project).

Two examples of projects that have dealt with coordination specifically around vulnerable women and girls are Leonard Cheshire Disability (LCDZ) in Zimbabwe and Pragya in India championing the rights of women and girls with disabilities and indigenous women and girls respectively. LCDZ, based on evidence that girls GWWD are more likely to experience violence, but very specific barriers remain in accessing services – such as attitudes of public officials, lack of transport money to get to police, hospitals and courts, and inadequate sign language and intellectual impairment specialists in most institutions – built the capacity of DPOs across Zimbabwe to improve safety and reduce incidences of GBV against GWWD. Specifically it worked through schools for deaf and blind and DPOs, training to GWWD and their caregivers on violence against women, conducted community awareness raising and sensitization of community leaders on violence against GWWD and strengthened their referral mechanisms with the Victim Friendly Unit of Police. They also provided disability expert services such as sign language interpretation, Braille reading and support persons within police and courts. Pragya in India on the other hand set up an Inter

Agency Task Force (IATF) in five Indian states under the project comprised of law enforcement agencies - police, lawyers, judges, and CSOs – who in their six monthly meetings chalked out detailed action plans to cater to the diverse issues pertaining to VAW and indigenous women. Over the project duration, the IATF strengthened, showed active engagement, the membership increased from 98 at its inception to 253 agencies by the end, and several have started delivering against the action plans devised by them.

The theory of change is that greater coordination between the police and other service providers and stakeholders is the foundation of a strong referral system, and is likely to improve the institutional response to survivors. However it is important to point out that while CSOs can initiate this process, they cannot substitute for government leadership and ownership on coordination, and hence as mentioned above, institutionalizing learning on coordination and setting up National Referral Protocols is critical.

BOX 4:

Police coordination meetings led by Pathfinder International, Mozambique

In Mozambique, Pathfinder International as part of a larger multi-sectoral approach to addressing VAW/G led the coordination of key actors including the local NGOs, police, provincial directorates and cabinets. Amongst other things, the project supported the annual planning meetings as well as coordination meetings of the police's special unit for crimes against women and children (CAWCVV) in the province of Gaza, especially in Xai-Xai city and Chokwe district. The meetings allowed for the creation of informal channels of communication between services, through which, the staff from the police, the women and social action district services shared their fieldwork plans as well as information on cases received and referred to each other. The meetings also facilitated shared resources (such as shared motorbikes for field trips). The project also assisted in referrals to the Attorney General, which shortened the time taken for moving cases from one month to a week.

A special mention must be made here of projects that work specifically **on coordination between schools and police**. Since schools are often sites of

but also reporting avenues for violence against girls, several projects that have worked with schools, have also simultaneously worked on improving referral mechanisms from schools to police and on raising the awareness of police forces on specific forms of violence experienced by girls in and around schools. AMREF Health, Tanzania for instance, in collaboration with a local CSO - Legal Human Rights Centre – implemented a 3-year project to end FGM in Serengeti, Mara. They trained a 100 school teachers on FGM/C recognition of girls at risk and how to discuss FGM/C related issues in teaching sessions, facilitated formation and strengthening of 137 school clubs on anti-FGM/GBV (110 primary schools and 23 secondary schools and 4 private schools) and facilitated dialogues and forums on anti-FGM/C in 140 schools. In addition, they also brought together representatives from local CBOs, the police force, circumcisers, teachers, traditional healers and health workers to raise awareness on FGM and strengthen a holistic response to it. One of the projects in our active portfolio – Center for Research on Democratic Processes in Kyrgyzstan aims to build the capacity and strengthen the nexus and coordination between social workers and school psychologists and police professionals - Juveniles Affairs Inspectors (JAIs) – all three of who are housed within school premises as staff. JAIs are the primary government liaisons on criminal issue related to juveniles. At the individual level they will conduct awareness-raising activities with parents and school aged youth to share information on the risk factors of sexual violence, build skills for identification, and provide referral to available services.

e. Prevention

Creating awareness and sensitizing police personnel on existing or new VAW/G related policies, laws and human right, working with police to encourage reporting of violence through provision of information to the community on police commitment to end VAW/G, increasing public confidence in the ability of the police to respond effectively to VAW/G, training other CSOs to do police vetting, providing space for women's groups and police to interact, and more broadly facilitating dialogue and knowledge sharing between police institutions *across* countries are all key strategies for preventing VAW/G. In general, CSOs, particularly women's rights organizations are well placed to do this category of work given that

they often have a greater grassroots presence and can facilitate links between the community and the police, as well as conduct trainings. For instance, in Malawi, Concern Worldwide helped the police with familiarization to child protection legislation, knowledge that is essential to providing legal remedies for protection and relocation orders for survivors and vulnerable children. Concern Worldwide organized workshops with women's groups and survivors prior to convening with the police, in order to improve their effectiveness during workshops with the police. In Kenya, as part of a broader cross-regional project on ensuring transitional justice mechanisms in Tunisia, Nepal, Colombia, Cote d'Ivoire, Kenya and Uganda, the International Center for Transitional Justice (ICTJ), trained all police officers on gender sensitivity, and formalized dialogues between women's groups and police officers on particular issues, such as reparations. Another example is Equality China whose work spread awareness on existing laws and policies on SRGBV. In 2016, during project implementation, the first national Anti-Domestic Violence Law (the DV Law) was passed, containing important provisions that legally define DV, identify which groups may be protected and define specific measures for protecting survivors. It identifies five groups as eligible for "special protection": juveniles, elderly, people with disabilities, pregnant and lactating women, and women with serious illnesses. Key elements however remained missing according to Equality China – i.e. it did not include sexual violence and economic control, and excluded same sex partners and partners who are not living together. Equality China therefore sought to build awareness around the law, through lawyers, police, judges, doctors, social workers, women's federations, schools and communities. Finally, a last example of another multi-country project that underscores the importance of dialogue between police institutions and women's organizations as well as between police institutions across countries is Sur Corporacion de Estudios Sociales y Educación in Colombia, El Salvador and Chile (see Box 5 for details).

BOX 5:

Sur Corporación de Estudios Sociales y Educación

On behalf of the Latin American Women and Habitat Network, Sur Corporacion engaged police in prevention, response and implementation of national laws to end violence against women in LAC. Knowledge was generated through mapping existing policies on women's safety and collection of police administrative data, with the aim of feeding into the Regional Observatory of Cities, Violence and Gender, for comparative analysis. The programme underscores the importance of dialogue between police institutions and women's organizations for an adequate response to women's safety in the cities. At the regional level, knowledge sharing of best practices within police institutions across the three countries was facilitated. Beneficiaries were the Citizen Security Directorate, National Police of Colombia, National Civilian Police of El Salvador; and Investigations Police in Chile, specifically the National Office for Crimes Against the Family.

WHAT ARE SOME OF THE RESULTS ACHIEVED BY CSOS IN ENABLING POLICE TO EVAW/G?

The evaluations reviewed found that the results of CSO-led activities with the police can be broadly divided into two categories – survivor-level results and institution-level results. Overall, while the results at the level of law enforcement agencies, in terms of improved and coordinated functioning are clear, the connections of police trainings with survivor-level outcomes are assumed rather than carefully unpacked and are indeed harder to attribute and measure. Of the former there are ten types of outcomes that seem to be emerging:

Institution-level outputs and outcomes:

- Improved **knowledge** and attitude of police officers in handling cases of VAW/G
 - Quantitative increases in medical record **documentation** of whether the incident was reported to the police
 - Improved internal **coordination** in the police's work
 - In Mozambique, the grantee supported the police (CAWCVV) department's coordination meetings, which resulted in the harmonization of the work by the police in the province of Gaza.
 - In Kenya and DRC, greater coordination has resulted from the use of a formal "chain of custody" document by police officers due to PHR's work
 - **National Referral Protocols** developed for the police are now part of laws
 - In Armenia, one of the organizations (Women's Resource Centre) developed a referral mechanism for training – the protocol is now part of the Law on Social Assistance.
 - Trainings developed for police officers are now **institutionalized** and included in the curriculum of the Police Academy / police schools
- In Armenia, once the law stated above was passed in 2018, another grantee in Armenia (Women's Support Centre), worked to build a multi-agency response mechanism and as part of their efforts were successful in incorporating a training module into the compulsory curricula of the Police Academy
 - In LAC, a robust gender curriculum developed by Sur Corporacion was included in the police academy across three countries – Chile, El Salvador and Colombia.
- **Reduced bureaucracy and time** taken to prepare and refer cases due to strengthened coordination
 - In Mozambique: reduction of average time taken to prepare cases and refer them to the Attorney General from a month to about one week according to self-reports by police
 - **Improved referral systems**
 - In Zambia: due to training by YWCA, rather than resorting to mediation, the police officers now know they must refer cases to courts or health services
 - In Mozambique, due to the work of Pathfinder International, coordination between police and other service providers allowed for the creation of informal channels of communication between services, through which, the staff from the police, the women and social action district services shared their fieldwork plans, information on cases received and referred to each other, urgent cases in particular and shared resources
 - In Tanzania, Equality for Growth's project helped improve linkages between police, the paramilitary and the market committee
 - In India, Pragma's creation of Inter-Agency Task Forces across five states in India, training and

sensitization of local law enforcers and civil society have helped refresh their understanding of laws for addressing VAWG, surface their personal prejudices and attitudes, and enabled them to find solutions to their challenges through peer interactions as reported by these stakeholders at the district level Lessons Learning workshops. Regular engagement for referrals, evidence sharing from GBV surveillance, and engagement in the Inter Agency Task Force, have helped deepen their commitment to addressing GBV in the target districts, revived dormant structural and operational linkages, and enhanced their capacity for speedy redressal of issues on VAW and to leverage their own networks for VAW-prevention.

- **Knowledge sharing** across police academies within and across regions
 - 3 cross-regional organizations in LAC, AFR and global all benefitted from creating opportunities for NGOs and police officers sharing knowledge and challenges
- Standardized and **harmonized documentation** systems
 - In Kenya and DRC, medical and psychological documentation of sexual assault improved due to PHR's work

Survivor-level outcomes i.e. outcomes linked to increased likelihood of **justice** and reparations for women and girl survivors of sexual violence are as follows:

- Reduced **stigma** towards at-risk groups
 - E.g. in India, the Karnataka Health Promotion Trust (KHPT) trained 3,871 police (reached through police training institutes and during in-service training at the district level) through a sensitisation program, which laid emphasis on understanding the life of women in sex work specifically (who are doubly marginalized and have little recourse against violence). Through active testimonial presentations and training on the related legal and human rights aspects of the work, the police were provided a capacity building training upon entry into service as well as refresher trainings. During the evaluation, interviews with police officers confirmed that there was a strong internalised stigma and discrimination towards sex work and FSWs in their force. However, after the

trainings they seem to have understood the context that drives a woman to do sex work and were able to empathise with them. The police felt that the sensitization program, which laid emphasis on getting active testimonial presentations from sex workers was effective. Women also confirmed that the stigma and discrimination they faced from the police had reduced to a large extent.

- E.g. in Zimbabwe, at least 70% of girls and women survivors of violence with disabilities interviewed felt that Leonard Cheshire Zimbabwe helped reduce stigma towards them and they felt that the justice institutions (Police Victim Friendly Unit and Courts), were more accessible now than local structures (relatives, local leaders and CBOs) as they offered greater assistance throughout the life of the project
- Improved **awareness** of survivors needs among police
 - E.g. Kenya's Administration Police Service (APS) in interviews suggested that they were now more aware of the needs of survivors due to the work of ICTJ
- **Increased trust** in police or creation of **enabling conditions** for women's groups to come forward, particularly marginalized and previously excluded communities
 - E.g. in Guyana, the work of Help and Shelter in creating linkages between schools, communities around schools (especially Indo- and Afro-Guyanese communities) and the police resulted in the students identifying police stations as 'helping / trusted' individuals and agencies for seeking help in the event of SGBV.
 - E.g. in Kenya, the grantee's partner CSO has not only conducted outreach to women survivors that has resulted in direct participation of women in the vetting process, it is now part of the leadership in the survivors movement
 - E.g. in Zimbabwe, Leonard Cheshire Disability Trust found that major barriers to women with disabilities coming forward are discrimination towards GWWD by the police, lack of inadequate sign language and intellectual impairment specialists and lack of transport money for GWWD and those accompanying them to the police stations. Through awareness, training and provision of finance / assistance to survivors, LCDZ

was able to create the conditions for women with disabilities to come forward with their cases. Police also performed an influential role in identifying those in need of financial support for medical examinations as well as psychiatric assessments in coordination with the residents of the project areas.

- E.g. in Albania, the work of Alliance against Discrimination of LGBT people, which sought to empower women's organizations and institutions such as health and education to identify and refer cases on LBT girls specifically and equipped them with the relevant knowledge and skills. The project also strengthened the relationship between these institutions and anti-trafficking units as well as child protection units within the country – as a result of which several cases of violence against LBT girls were reported to the police, and vice versa, i.e. several cases were referred by the units to women's organizations for more comprehensive support.
- **Increased reporting** of cases of violence
 - E.g. in Malawi, the work of the International Association of Women Judges to improve the capacity of Malawian criminal justice stakeholders to effectively investigate, prosecute, adjudicate, and sentence sexual violence perpetrators, and treat victims humanely by the end of the project, and to empower Malawian women and girls to access justice in four districts, led to an increase in reporting to the police and decline in reporting to traditional leaders. Participants in the FGD conducted with schoolgirls in Chiradzulu indicated most sexual violence cases were previously not reported to the police or prosecuted in a court of law. The cases were being handled by traditional leaders, but after the awareness raising almost all known cases were referred to the police and courts. In one example, in Machinga a grade 5 girl (aged 12 years) said

that, “another incident occurred in my village where a standard 7 girl (grade 5) was being sexually harassed by her step father who used to touch her sensitive sexual parts, the case was investigated and he was arrested” (*Girls FGD in Machinga*).

- E.g. in Solomon Islands, reports of domestic and family violence (DV/FV) cases are increasing as a result of the project, that not only worked on access to services but also on establishing informal referral networks and training the police.

While outcomes of police trainings have been measured and discussed, impacts in this field have rarely been measured.

In fact, several assumptions about impacts remain to be tested even though they form the premise of police training programmes for all organizations: for instance, the impact of trainings on increased reporting, on increased satisfaction with police services, on recidivism² or on decreased rates of violence. On the latter, evidence linking partner violence to impunity or punishment of offenders is currently weak in the field overall, although theory would predict that rates of violence would go down as perceptions of costs of the behavior go up (Heisi 2011). In a stocktake of impact evaluations in this field, DFID (2017) finds five evaluations focused on training and sensitization of police personnel – two discussed training as part of HIV prevention initiative among female sex workers, while the remaining three were from the programs aimed at improving gender-responsive police training more broadly. All together, these papers found two types of impacts: a) training is effective in reducing police violence against female sex workers, particularly reducing police arrest and improving fair treatment by police and b) training is successful in improving knowledge, attitude and application of knowledge to handle the cases of violence against women and girls. The study concluded that there are no evaluations that track long-term change affected by police trainings.

2 See Heisi 2011 for a review of the literature on arrest and recidivism on VAW/G in the United States. The author suggests that the results are at best mixed – while in one city, arrest for misdemeanor domestic assault halved the risk of future assaults over six months, compared with the strategies of separating the couples or advising them to seek help, in another city the study failed to confirm the deterrent value of arrest. More detailed analysis suggests that when the perpetrator of the violence was married, employed or both, arrest reduced repeat assaults; but for unemployed and unattached men, arrest actually led to increased abuse in some cities. The impact of arrest also varied by community – those living in communities with low unemployment were deterred by arrest regardless of their individual employment status; whereas suspects living in areas of high unemployment however were more violent following an arrest than they were after simply receiving a warning. Researchers concluded that arrest might only deter individuals who have a “stake in conformity”.

CHALLENGES

“Some police officers are more aware now but most of them just continue doing their work as they did before. In order to achieve what’s necessary for capacity building the system has to be changed. Are we only going to change people?”

Royal Grenada Police Force (Source: evaluation)

While the above section reflects on achievable results when working with police, all organizations have also encountered similar sets of barriers in implementing, sustaining and scaling up their work.

First, the high turnover within the police and rotation of first responders is a challenge encountered by all organizations. As soon as one set of frontline officers are successfully trained, they are often moved to another station, and organizations find it hard to sustain their efforts. For instance, in Sierra Leone, in some cases staff had been rotated even by the time evaluations were conducted. Staff transfers are common within the Family Support Unit of the Sierra Leone police department and in addition, there were new staff who had not undergone any training when the evaluators began but were tasked with investigating SGBV cases. This reinforces the need to work at the institutional level as well, so that processes and procedures are established and new staff come into an environment where good practice is standard.

Secondly, often the trainings are too short. Trainings on core concepts as well as technical trainings should be scheduled for much more time than one or two day workshops. For instance in Libya, International Medical Corps provided GBV training to the police and local *katibas* (militia) during the period of transition in five target areas. However, evaluators found that while the project was considered highly relevant and timely, several police officers did not completely understand the core concepts and this was verified with post-test scores of the trainings, which were very low. This was attributed to the fact that the training was one time and very short without refreshers and adequate follow up.

Thirdly, police officers are rarely incentivized to consider gender-based violence trainings at the core of

their work. Existing demand on first responders time during work schedule may interfere with attendance of police trainings. Moreover, several evaluations point to a strong resistance within the police force to integrating new ways of responding to DV/IPV into their routine due to implicit biases and in the absence of this being mandatory in several countries.

Fourthly, the effectiveness of police training activities are likely to be limited unless senior leadership within the police take proper ownership and invest resources and time. For instance, in Marshall Islands, this became particularly apparent in the development of first response protocols for police and healthcare workers by a CSO called WUTMI. While their staff worked with Ministry of Health and Marshall Islands Police Department to develop protocols, engagement on behalf of the relevant ministries was an ongoing issue. Examples include inconsistent representation from the relevant ministries, not reviewing drafts and commenting in a timely and meaningful way, and a general lack of involvement in the process. The two protocols eventually made their way through the approval process in the relevant government agencies, but this did not occur in a timely manner, making it difficult to achieve the full range of outcomes expected.

Fifth, few organizations working with police and enhancing their institutional capacity and response, have simultaneously worked on removing barriers to access police. As a result, even though the theory of change on police trainings expects reporting to increase, it doesn’t necessarily because on that front some challenges remain: firstly, even when trainings improve institutional capacity to respond to cases, **past narratives** of inaction, unapproachability and harassment by the police prevail and prevent women from coming forward with cases. Second, **cost** remains a significant barrier for women to access police services and formal justice institutions. A police call out, lodging a complaint with the district court, or lodging papers for a warrant of arrest, petrol money for vehicles are all cited as reasons women do not go to the police, and in some countries, police officers also charge a fee in order to issue a form to survivors. These barriers are aggravated for women and girls with disabilities. While some organizations have worked

on closing these gaps, for instance Leonard Cheshire Disability Trust in Zimbabwe has provided funds for bus fares or hiring vehicles to carry survivors to report to the police, attend court sessions or seek medical attention and resources for clearing the backlog of police and court cases involving GWWD, there were no clear immediate plans by government and local stakeholders to effectively take this forward without external support³. Finally, a lack of trust in the justice system also prevents beneficiaries from approaching the police and results in a **higher rate of negotiated settlements**, even after approaching the police. For instance, in Malawi, there is evidence of high rates of negotiated settlements *after* arriving at police due to lack of trust in the justice system combined with misunderstandings around issues of bail. In some cases, it is seen as if the police themselves are corrupt and stakeholders indicated that one policeman had also been a perpetrator.

Sixthly, and relatedly, in areas where the frontline police could be perpetrators themselves, it is important to tread carefully so that training efforts are not invalidated. For instance, in Libya, the International Medical Corps's work in providing training to the police and local militia is considered highly relevant since often women are victimized during conflict by police authorities. Training potential perpetrators and giving them access to information and resources that may foster change is important. Evaluators suggested that in this context, it would have been useful to modify the focus from teaching the frontline about response to working with them directly on prevention. Another example is the work of the American Refugee Committee (ARC) in South Sudan, where the presence of military in some of the northern states especially those neighboring Darfur watered down some of the efforts put in place by ARC to improve GBV response and protection systems in the project areas and ensure police services remain free for women. The evaluators note that women and girls continued to suffer sexual abuse and suggested that the influence of military on violence against women is a foreseeable event that could have been mitigated at the inception phase of the program by involving and engaging the military commanders, as far as humanitarian principles can allow, in the planning and implementation of gender

based violence awareness and prevention activities in the area.

Seventh, reaching remote areas without police presence remains a challenge. Over 20% of the organizations working with police are in island countries, where police stations are only present in the capital – in these contexts organizations faced significant challenges with outreach to remote islands. In several evaluations, senior management of police units and police officers have themselves stated that they need CSO support to reach remote areas, either through community policing strategies, or through analyzing barriers for women and girls to access formal institutions in these parts, but few have worked on this issue.

Eighth, certain forms of violence continue to be considered as 'private family matters'. For instance, interviews with school girls in Malawi as part of the IAWJ evaluation found that early and forced marriage was still not considered a form of violence by the police and that they do not handle forced marriage cases professionally as a result. "...one of the girls (aged 13 years) was about to write her standard 8 exams (grade 7) and the parents forced her to get married. The girl refused and the issue was reported to police but the police were not helping because there was a good relationship between them and the parents of the girl and this was considered a private matter" (*Girls FGD in Machinga*).

Ninth, lack of baseline data inhibits proper diagnosis of these interventions. Although most police training interventions plan to collect baseline data for monitoring and possibly impact evaluation, often data are not collected or collection is delayed until the intervention has been underway for some time. For instance, for all organizations that have a GBV awareness indicator, there is little information on how GBV-aware the police were at the start of the project (barring a few exceptions that have conducted knowledge tests before and after the training). Reasons for lack of data may include lack of awareness of the importance of baselines, lack of financial resources or technical expertise. There are however practical strategies for estimating or reconstructing baseline data of the project, and sometimes also the

3 Recognizing the need for sustainability of this type of work, Leonard Cheshire along with Physicians for Human Rights, were invited for a second round of funding (through the UNTF's Special Invitation Only Window) for three years in order to ensure sustainability and scale up their work.

comparison group – often economical, simple to apply and do not require too great an investment of time (see Bamberger 2009). Timely collection of this data or appropriate retrospective evaluation methods can greatly enhance and back the claims of effectiveness, efficiency, relevance and sustainability of police training programs.

Tenth and related to data collection and evaluation – it is important to ensure that evaluators have prior experience on police and EAW specifically, so that the actual content, cultural sensitivity and efficacy of the

trainings themselves can be evaluated. Most findings and recommendations remain on the broader level of coordination, relevance, and institutionalization of trainings etc. without being able to probe deeper into questions such as how appropriate was the content of the training for the context, or how could the mode of delivery be changed to adapt to the specificities of the context. Evaluators who are not just EAW and / or methodology experts, but specifically have experience in evaluating police trainings would add greater value to this area of work.

LESSONS LEARNT

First, it is critical that risk factors of VAW/G are discussed and mitigated openly from the outset of the intervention when designing trainings. The following risks are inevitable – rotation of the frontline of the police and change in leadership at respective government ministries during implementation, not arriving at an agreed upon set of response protocols that senior officers will sign off on within the duration or lifetime of the project, cultural resistance or lack of incentives within the departments or in some contexts perpetration of violence against women by the police themselves towards particular marginalized groups (e.g. sex workers) or in particular settings (e.g. humanitarian). These are all risks that should be addressed from the start with appropriate risk mitigation strategies in place. For instance, working early on building close relationships with high-level officials responsible for timely reviewing and signing off on activities can go a long way in getting buy-in and securing the place of police trainings within the agencies.

Secondly and relatedly, CSOs have a role to play in supporting the actual institutionalization of training on ending VAW/G. As mentioned above, due to the large staff turnover verified in public institutions, the provision of occasional training does not guarantee that the introduced knowledge will remain in the institution. Moreover, in several countries, none of the stakeholders showed evidence of having planned or budgeted to continue to reproduce materials introduced by the grantee. Supporting the development of a system whereby training on GBV is mainstreamed into the relevant public institutions could help reduce the need to constantly train the newcomers substituting the ones that have been trained. Such a system could include: a) Permanent training a few times a year for all frontline staff, b) Training of trainers, c) Development of materials to be part of the induction / orientation process of new staff, d) Training in gender-based violence become a part of their Professional Development Criteria, e) Working with police academies and schools to start the training early in schools. Overall, support in this area would have to be accompanied with advocacy actions at both central and local level in order to ensure that trainings are mainstreamed into the institution

and not only carried out as part of a given project. During interviews for evaluations, police in several countries admitted that in institutionalization, they need civil society support because often they do not have the necessary technical expertise to advocate for institutionalization.

Third, the very design of police trainings and curriculum should include other service providers and take a multi-sectoral approach. For instance, in Zambia, the police benefitted from the participatory nature of the training and understood bottlenecks in other parts of the referral pathway (health and judiciary) and resolved it together. In Tanzania, as a result of the work of Equality for Growth to end VAW/G in marketplaces, the police-gender desks and market-based women's groups now take on and resolve cases together. In other words, the process of developing trainings itself should not be underestimated as a way of ensuring participation.

Fourth, refresher trainings and virtual trainings are key in order to ensure that learnings have depth and breadth. Refresher trainings are also important because in several countries, new laws / acts are constantly passed and the context of VAW/G shifts rapidly. Since most organizations had at most one or two day trainings, interviews in all evaluations attested to the need for refresher trainings. Moreover, it is important to incorporate an element of **virtual trainings** to resolve inaccessibility issues, and this may be useful especially in island countries and countries with police outposts in remote areas. Sur Corporacion for instance conducted several trainings virtually and these were highly appraised by police officers as reported in the evaluation, especially by those who are unable to attend training sessions because they are stationed in remote areas or do not have enough time during the day.

Fifth, it is important for CSOs to remain adaptive and consequently for donors to build the adaptive capacity of CSOs. Police trainings are carried out in contexts where unanticipated bureaucratic hurdles are likely to occur, or where specialization in a different area may need to be developed during implementation or where the context may shift rapidly. The project should have a concrete plan of action with flexible deadlines

in order to stay relevant. For instance, in Kenya, PHR responded to trainee feedback by developing and implementing an advanced pediatrics training⁴. Programmatic attention to child sexual assault survivors and developing a training aimed at this particular survivor-type is an example of the program increasing its relevance to the needs of survivors and beneficiaries in real-time. For donors, it is important therefore to allow flexibility and adjust oversight and liaison approach to take into account implications for implementers. Being adaptive is especially relevant in contexts where the trainings are beginning as pilots to be developed as proof of concept for scale-up or in remote, rural, conflict affected, areas, with no direct access to financial services, poor access to electricity, phone and internet connectivity, and / or where project staff face personal risk due to high levels of gender-based violence.

4 This is an important area of work because across countries, there appears to be a limited knowledge of child protection legislation, yet this knowledge is essential to providing legal remedies for protection and relocation orders for survivors and vulnerable children. As a result, more sensitization needs to be done within schools and communities around the police, and police need to undergo refresher courses on related new acts and legal procedures.

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ANNEX 1:

List of Grantees and Countries

CYCLE	REGION	SUB-REGION OF IMPLEMENTATION	COUNTRY	ORGANIZATION NAME	TITLE
14	Africa	Africa Regional	Cameroon, Lesotho, Namibia, Nigeria	International Planned Parenthood Federation, Africa Regional Office (IPPF)	Promoting integrated responses to violence against women through a sexual and reproductive health and rights mechanism
14	Africa	Southern Africa	Zambia	Young Women’s Christian Association	Community Participatory Approaches Towards Ending Violence Against Women and Girls in Zambia
	Africa	Southern Africa	Zambia, Kenya	Africa Alliance of Young Men’s Christian Association (YMCA)	
14	Africa	Southern Africa	Mozambique	Pathfinder International Mozambique	Enhancing Reproductive Rights to Reduce Violence Against Women in Gaza Province
14	Asia & the Pacific	Pacific	Marshall Islands	WUTMI	iBrave (Initiative for Better Responses to Address Violence in Our Environment)
15	Africa	West Africa	Sierra Leone	The International Rescue Committee (IRC) Sierra Leone	Let’s Promote Justice for Our Women and Girls in Sierra Leone

15	Africa	East & Horn of Africa	South Sudan	American Refugee Committee	Integrated Governmental and Community Based Strategy for Response and Prevention of Violence against Women in Southern Sudan
15	Americas & the Caribbean	Mexico, Central America, Cuba & Dominican Republic	Mexico	Católicas por el Derecho a Decidir México	Contribuir a la instrumentación efectiva de la Ley General de Acceso de las Mujeres a una Vida Libre de Violencia en México y de los resolutivos de la Corte Interamericana de Derechos Humanos en el caso de “Campo Algodonero”.
15	Asia & the Pacific	South Asia	India	Karnataka Health Promotion Trust (KHPT)	Community Initiative to Address Violence against Women in Sex Workers in Karnataka, India
15	Asia & the Pacific	Pacific	Samoa	Samoa Victim Support Group Inc	Empowerment of women in village Samoa to combat violence
16	Africa	West Africa	Cape Verde	Instituto Caboverdiano para a Igualdade e Equidade de Género	Programa para la implementación de la Lei Especial contra la Violencia con base en el Género
16	Africa	Southern Africa	Malawi	Concern Worldwide	Ending School Related Gender Based Violence (SRGBV) in Malawi
16	Americas & the Caribbean	Americas & the Caribbean Regional	Colombia, El Salvador, Chile	Sur Corporación de Estudios Sociales y Educación	Colombia, Chile, El Salvador. Un nuevo paso en la aplicación de políticas contra la violencia, con actores policiales: Mujeres más Seguras.
16	Arab States & North Africa	North Africa	Libyan Arab Jamahiriya	International Medical Corps - UK	Addressing violence against women in post-conflict and transitional Libya
16	Asia & the Pacific	Pacific	Papua New Guinea	Voice for Change	Advocacy Program on EVAW
16	Europe & Central Asia	Eastern Europe & Central Asia	Armenia	Women’s Resource Center	Strengthening a Multi- Sectoral Response to Counter Gender Based Violence in Rural Areas of Armenia
16	Cross-regional	Cross-regional	Kenya , Uganda , Cote d’Ivoire , Colombia , Tunisia , Nepal	International Center for Transitional Justice (ICTJ)	Transitional Justice: Addressing Gender-Based Violence and Ensuring Women’s Participation

18	Africa	East & Horn of Africa	United Republic of Tanzania	Equality for Growth	Give Payment not Abuse: Protecting Informal Women Traders in Dar es Salaam from VAW
18	Africa	Southern Africa	Zimbabwe	Leonard Cheshire Disability Zimbabwe Trust	Access to Justice for Girls and Women with Disabilities
18	Americas & the Caribbean	Mexico, Central America, Cuba & Dominican Republic	El Salvador	Asamblea de Cooperación por la Paz	Mejora de las condiciones de acceso a una vida libre de violencia de género para las mujeres de El Salvador
18	Arab States & North Africa	Arab States	State of Palestine	Psycho Social Counseling Center for Women	Combating Gender Based Violence
18	Europe & Central Asia	Central & Southeastern Europe	Albania	Alliance Against LGBT Discrimination	Reduce Violence Against Women with focus on LBT community in Albania
18	Europe & Central Asia	Eastern Europe & Central Asia	Tajikistan	NGO “Najoti kudakon”	Creating WSG and strengthening shelter in Kulob Region
19	Africa	East & Southern Africa	Democratic Republic of the Congo, Kenya	Physicians for Human Rights	Deepening and Expanding the Cross-Sector Network Response to Sexual Violence in the DRC and Kenya: A Project to Increase Justice for Women and Girl Survivors of Sexual Violence
19	Africa	East & Horn of Africa	Kenya	International Institute of Rural Reconstruction (IIRR)	Stop Violence Against Women and Girls in Samburu, Marsabit and Isiolo Counties in Northern Kenya
19	Africa	East & Horn of Africa	United Republic of Tanzania	Amref Health Africa-Tanzania	Female Genital Mutilation Elimination Project (TOKOMEZA UKEKETAJI)- in Serengeti District
19	Arab States & North Africa	North Africa	Egypt	El-Mashreq for Development and Population	Workplaces free from violence against women- Safe workplace
19	Arab States & North Africa	North Africa	Tunisia	Fondation CIDEAL Tunisie	MANARA

19	Asia & the Pacific	South Asia	India	Pragya	Comprehensive Primary Prevention Programme addressing Violence against Ethnic Minority Women in India
19	Asia & the Pacific	South Asia	Pakistan	Sindh Community Foundation	Curb early marriages through human rights education and advocacy in Sindh, Pakistan
19	Asia & the Pacific	East and Southeast Asia	China	Equality China	
19	Americas & the Caribbean	Mexico, Central America, Cuba & Dominican Republic	Guatemala	Women's Justice Initiative/Iniciativa de los Derechos de la Mujer	Eradicating Violence Against Women and Girls and Increasing Access to Justice for Rural Mayan Women through Culturally Grounded Community-Based Interventions
19	Americas & the Caribbean	Caribbean	Guyana	Help & Shelter	Preventing violence through creating safer schools and communities
19	Americas & the Caribbean	Mexico, Central America, Cuba & Dominican Republic	Nicaragua	MADRE	Combating Violence Against Women in Waspam, Nicaragua
19	Europe & Central Asia	Eastern Europe & Central Asia	Armenia	Women's Support Center NGO	Creating a coordinated response mechanism to prevent and combat domestic violence in Armenia
20	Africa	Southern Africa	Malawi	International Association of Women Judges	Women Judges Lead the Fight to Demand Justice and Accountability for Sexual Violence Survivors in Malawi
20	Africa	East and Horn of Africa	Kenya	Trócaire	Preventing Violence Against Women and Girls in Nakuru Town
20	Africa	Central Africa	Rwanda	Réseau des Femmes Ouvrant pour le Développement Rural	Preventing and reducing violence against women through creative activities in North East Rwanda
20	Africa	Southern Africa	Madagascar	ECPAT FRANCE	Ranavalona Project: prevention, care and access to justice for girl survivors of sexual exploitation in Madagascar
20	Africa	Central Africa	Cameroon	LUKMEF-Cameroon	Building Community Level Agenda To End Violence Against women and girls In Cameroon
20	Asia & the Pacific	East and Southeast Asia	Myanmar	Asia Pacific Network of Sex Workers (APNSW)	Ending violence against sex workers in Myanmar

20	Asia & the Pacific	Pacific	Solomon Islands	Family Support Centre	Transforming communities to end sexual and gender-based violence
20	Europe & Central Asia	Central and Southeastern Europe	Macedonia, FYR	Women's Forum - Tetovo	Empowering Survivors of Domestic Violence in the Tetovo Region
20	Europe & Central Asia	Central and Southeastern Europe	Montenegro	SOS Hotline for Women and Children Victims of Violence Niksic	Improving Access to Life With No Violence for Women Survivors in Central and Northern Montenegro
21	Africa	East and Horn of Africa	Kenya	Centre for Rights Education and Awareness	Strengthening accountability for implementation of GBV laws and policies in Nairobi, Narok, Isiolo and Nyeri counties
21	Arab States & North Africa	North Africa	Morocco	Association Ennakhil	Combating GBV in schools through the promotion of positive masculinity in the Marrakech Safi region
21	Arab States & North Africa	Arab States	State of Palestine	Women's Affairs Technical Committee	Gender Justice to end Violence against Women & Girls
21	Americas & the Caribbean	Mexico, Central America, Cuba & Dominican Republic	Costa Rica	Fundación Centro de Derechos Sociales de la Persona Migrante. CENDEROS	Mejora de Capacidades para proteger, asistir e integrar a mujeres centroamericanas víctimas de violencia
21	Europe & Central Asia	Central and Southeastern Europe	Albania	Woman Forum Elbasan	Improved access for women and girls survivors of violence in Elbasan Region
21	Europe & Central Asia	Eastern Europe and Central Asia	Kyrgyzstan	The Centre of Research of Democratic Processes	Multispectral approach in prevention of sexual violence against women and girls
21	Europe & Central Asia	Central and Southeastern Europe	Serbia	NGO ATINA -	Making a difference for refugee women and girls in Serbia
21	Arab States & North Africa	Arab States	State of Palestine	Stars Of Hope Society	HEMAYA
21	Africa	East and Horn of Africa	Rwanda	Rwanda Organization of women with disabilities (UNABU)	Eliminating Violence against Women and Girls with Disabilities in Rwanda



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