



# Palestinian Civil Police Gender Strategy

State of Palestine  
Ministry of Interior  
Palestinian Civil Police



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## Supported by:





# **Palestinian Civil Police Gender Strategy 2016**

**State of Palestine  
Ministry of Interior  
Palestinian Civil Police  
Ramallah**

## **ACRONYMS**

FJPU	Family Protection & Juveniles Unit
BGHR	Bureau of Grievances and Human Rights
CoP	Chief of Police
IGO	Inspector General's Office
NCO	Non-commissioned officers
PCP	Palestinian Civil Police
PCPS	Palestinian Civil Police School
PSA	Police Security Administration (formerly Police Security and Discipline Department)

## **PLANNING TEAM:**

**More than 64 male and female participants have taken part in the various planning phases of this Strategy, representing various actors in the Palestinian Civil Police (PCP) and partner organizations, as follows :**

1. PCP Gender Steering Committee (Colonel Abdel Hakem Abu Alrub, Lieutenant Nael Al Shuraf, Lieutenant Khaled Hamarsheh, Lieutenant Samer Al Hendi, Lieutenant Wafa Sharwaqi, Major Wafa Al Hussien, Major Abla Abu Alrub).
2. Various administrations at the PCP.
3. PCP Gender Unit.
4. Legal Department at the Office of the Presidency.
5. Gender Unit at the Council of Ministers.
6. Gender Unit at the High Judicial Council.
7. Gender Unit at the Attorney General's Office.
8. Gender Unit at the Ministry of Interior.
9. Women Affairs' Unit at the Ramallah and El-Bireh Governorate Office
10. Gender units at the various ministries.
11. Relevant civil society organizations.
12. UN Women.
13. EUPOL COPPS.

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# INTRODUCTION



# 1 Introduction:

Based on the Police's vision and belief in the principle of partnership in development and security, to achieve the best level of service, with the aim of promoting gender integration, the Gender Unit was established in 2011 within the Palestinian Police. The unit works diligently to integrate gender and its principles within the various police departments, in a participatory manner, and in coordination with relevant government institutions and NGOs, the police body is proactive in applying the principles of good governance, operating in line with relevant international standards.

The police's relentless pursuit to achieve this vision resulted in endorsing the gender strategy to institutionalize efforts. The strategy has been developed with a participatory approach with police administration, civil, governmental and relevant local and international institutions.

The institutional development at the police level within state-building efforts stems from police's willingness and its structure flexibility by establishing many departments that fulfill social needs with its board spectrum. Some of these departments include the Family and Juvenile Protection Unit, Forensic Labs Unit, Bureau of Grievances and Human Rights as well as activating community police to strengthen the bonds of cooperation for the Palestinian community. Maintaining security and safety is a collective effort, our efforts come to confirm the police's commitment to work with good governance principles, promote equality, justice and safeguard human rights in line with national legislation and international charters and conventions.



Major General / Hazim Atallah

Chief of Palestinian Police

Ramallah

A handwritten signature in blue ink, appearing to read 'Hazim Atallah', written over a blue circular stamp or seal.

# TERMINOLOGY



## 2 Terminology:

**Gender**<sup>1</sup> refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviors of both women and men (femininity and masculinity).

**Gender roles and expectations** are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles.

**The concept of gender** is vital because, when applied to social analysis, it reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever.

**Sex** describes the biological differences between men and women, which are universal and determined at birth.

**Gender Equality** means that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. Gender equality is therefore the equal appreciation by society of the similarities and the differences of men and women, and the roles they play. It is based on women and men being full partners in their home, their community and their society.

The term "**gender analysis**"<sup>2</sup> refers to a methodology to study the roles, responsibilities and resources available to men and women coupled with the identification of their short and long-term needs. Normally, that analysis refers to the social, economic, legal, institutional and cultural obstacles that prevent the members of the community, especially women, from increasing the effectiveness of their work inside and outside the home so as to achieve a greater return for the family and the community.<sup>3</sup>

However, the term "**gender analysis tools**" refers to the tools used to study: 1) the social and economic environment that characterizes society; 2) the activities performed by men and women and the way such activities are affected by the prevailing social and economic factors; 3) the resources and capabilities available to men and women and the extent to which they are linked to the economic and social factors and their effect on the status of men, women and families; 4) the needs of men and women and the method of including them in development projects aimed at creating a positive change in the families' living conditions.

The patterns of work in any society may be divided into three main categories involving the full role of women, which is referred to as their triple role,

1. UNESCO (2010), Training Manual for Teachers on Gender Issues in Education, p. 16.
2. Haifa Abu Ghazaleh and Shireen Shukri, Al-Kashif (2006), Gender & Development – Reference Portfolio, United Nations Development Fund for Women, Regional Office for Arab Countries, Amman.
3. *ibid.*

namely reproductive role (including care-giving), productive role and community role. The gender concept is based on the redistribution of these roles based on participation, the provision of equal opportunities to access resources and materials and the discovery of everyone's (women & men) capabilities and skills in order to benefit the entire community. To achieve what has been previously mentioned, it is necessary to ascertain and to analyze the differences in relationships between men and women and the reasons, roles and responsibilities that reflect the "dominance and submission" power ratio between both sexes in order to rebuild the relationships between women and men based on gender equality so that both sexes are equal with regards to their relationships, rights and responsibilities.

**"The enhancement of gender issues and their inclusion in police reform procedures"** refers to evaluating the implications of the inclusion of men and women in any procedures or positions. This shall include legislation, policies or programs in all areas and at all levels. This issue shall also include developing a strategy that ensures the transformation of the concerns and experiences of women and men into an integral part of the

design, implementation, monitoring and evaluation of policies and public programs, so that women and men can benefit equally and inequality is not perpetuated.<sup>4</sup>

Furthermore, **"the enhancement of gender issues and its inclusion in the procedures for reforming the police"** refers to the need to consider the impact of all police reform policies and programs on men, women and children at every stage of such policies and programs, including planning, implementation, monitoring and evaluation procedures. For example, the enhancement of gender issues in police reform procedures must be included to identify the various insecurities suffered by men, women and children. The results of this assessment could in turn, lead to the need to adopt "gender initiatives" and/or initiatives that address the particular security needs of men, women and children in police reform procedures. Gender initiatives focus on raising the awareness of the police organization and ensuring its response to the different security experiences, needs and roles imposed by men, women and children.<sup>5</sup>

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4. Kristin Valasek (2008), Toolkit – Security Sector Reform and Gender, UN –INSTRAW, p.10.

5. Ibid pages 10-11.



## METHODOLOGY

## 3 Methodology:

The PCP Gender Strategy was developed through several phases and a sequence of steps in various forms that were characterized by the participatory approach in planning. There was broad and active participation from PCP members in the relevant administrations and the gender units in the governmental institutions, with the participation of the planning team starting on September 1, 2015 until the end of December 2015. The list of participants at the beginning of this document shows the diversity of the participation of the stakeholders. These phases and steps could be summed up as follows:

### 3.1. Preparatory Phase

1. Completing the work on the preliminary situation analysis study (gender mainstreaming in the PCP) and the discussion of its results with partners and stakeholders.
2. Focus groups and intensive meetings with the partners and discussion with them for a forward-looking vision and the mechanisms required to achieve this.
3. Hold a strategic planning workshop that included referring to participatory planning responding to gender issues. Groups were formed to identify the vision, mission, strategic objectives, and

analysis of the internal and external environment that influences the PCP responsiveness to gender issues.

### 3.2. Phase of Development of Strategic Objectives, Vision and Mission

In light of the outcomes of the analytical study, the participants developed the general directions of the strategy to overcome the weaknesses and reduce the impact of the threats as well as benefit from the strengths and the available opportunities to enhance the responsiveness of the PCP to gender issues. The general directions stressed the need to create awareness and build capacities, empower officers of both sexes in the PCP, ensure the participation of women in accessing decision-making levels, and ensure the participation of officers of both sexes in PCP accountability-related administrations. Considering these directions, and the overarching values, the vision, mission and strategic objectives were developed.

### 3.3. Environment Analysis Phase

In this planning process, the SWOT (Strengths, Weakness, Opportunities and Threats) analysis approach was adopted. This methodology relies on participatory future analysis. The importance of this methodology lies in its ability to analyze the environment affecting gender in the PCP internally and

externally. The “external environment” is analyzed in order to extrapolate the opportunities and potential threats, while the “internal environment” is analyzed in terms of the resources, structures, and capabilities and in terms of technical and funding competency to identify strengths and weaknesses towards building verifiable results; based on a logical understanding of the reality of equality between men and women in the national context of the PCP and in a manner that contributes to achieving the PCP vision and mission in integrating gender in its various areas of work.

This methodology relies, in terms of being a forecast for the future, on the “systems approach”. This approach is based on an organized method of thinking that is capable of studying the interrelated roles of men and women inside the PCP and the roles of the partners who support PCP gender issues and beneficiary groups (women in PCP or those benefiting from PCP services), within a reciprocal and integrated relationship. In this context a set of criteria has been adopted to pinpoint the strengths and weaknesses in the analysis of the internal environment of the PCP from a gender perspective in terms of the human resources, expertise, organizational structure, means of communication, quality of services, public relations monitoring and evaluation systems, relationship with partners and donors, and infrastructures. In the analysis of the external environment that affects

the responsiveness of the PCP to gender issues, a number of criteria have been adopted in order to ascertain the threats and opportunities in terms of the cultural and social trends, economic situation, political conditions, legislation, financing, and partnerships.

### **3.4. The Role Analysis and Sub-Objectives (Results), Interventions and Activities Development Phase**

In light of the development of the vision, mission and strategic objectives, the participants in the planning workshop were divided into groups that discussed the roles of the partners and stakeholders and the interventions necessary to implement the strategic objectives.

### **3.5. The Development of the Logical Framework for the Implementation Plan Phase**

In this phase, a three-day implementation planning workshop was held in which the participants discussed the work mechanisms, implementers, evaluation indicators, follow-up policies and the implementation timeline. During this phase, the outcomes were discussed in detail with the decision makers in the PCP and the partners who support gender issues.

**GENERAL  
BACKGROUND  
ON THE NATIONAL  
SITUATION AND  
CONTEXT OF  
GENDER EQUALITY  
WITHIN THE PCP  
BASED ON  
INTERNATIONAL  
STANDARDS**



## 4 General Background on the National Situation and Context of Gender Equality within the PCP Based on International Standards

The Palestinian Civil Police (PCP) plays an important role in society. It is responsible for maintaining peace and public order and strengthening the rule of law. Furthermore, it performs its assigned duties with full responsibility and respect towards the members of the community in which it operates. Since police forces the world over strive to improve the treatment of their citizens and communities and protect them, they have become a partner in reforming the policies and functions which they perform.

Police reform processes are centered on the creation of police organizations that are accountable, effective in their work, achieve equality among the citizens in their services and respect human rights. The police reform and rectification process must focus on understanding the security needs of all segments of the community, especially the weakest. On this basis, the inclusion of gender in building and reforming police organizations aims at improving the level of services provided by the police and the efficiency of the police organization in general.

The aim of building gender-sensitive police organizations is to respond to the

particular security needs of men, women and children. It also helps in building non-discriminatory police organizations that reflect the varied affiliations of citizens and that are accountable to them. Subsequently, it will be better able to fulfill the basic duties entrusted to it to establish the rule of law.

In the Palestinian context, there is a heightened need for a gender-sensitive police institution as a basis for ensuring the personal security of both men and women alike, and their enjoyment of all human rights as a response to national and international commitments towards combating discrimination against women, especially the implication of Palestine's accession to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and those related to enforcing UN Security Council Resolution 1325 on women, peace and security, which urges the advancement of women's participation in the security sector to the decision-making level, as does the Beijing Action Platform of 1995 on activating the political partnership of women.

The PCP in its present form was established after the signing of the Israeli-Palestinian peace agreement (Declaration of Principles on 13 September 1993), and the subsequent Gaza-Jericho Accord in 1994 as Article XIII of the Oslo II Agreement, signed in Cairo on 4 May 1994. It stipulated that the Palestinian Authority shall establish a strong police force (Directorate General of Palestinian Police Forces, hereinafter "*the Palestinian Police*"). The duties, functions, structure and formation of the Palestinian Police with the articles related to their equipment and operations are all set out in Article III of Annex I. The rules of conduct regulating Palestinian Police activities are defined in

Annex I. Therefore, this agreement has placed major restrictions on the work, armament, equipment and operations of the Palestinian police directly, which reflects negatively on the expansion and development of the PCP.

At the beginning of the establishment of the PCP, its personnel did not exceed 150 enlisted members and officers who were assigned to the first three governorates: Jericho, Gaza, and Southern Gaza. After the signing of the West Bank Redeployment Accord in late 1995, the redeployment operation in the northern governorates started from Jenin to Hebron in conditions similar to the ones that followed the withdrawal from Gaza and Jericho. The PCP now includes in the northern governorates (West Bank) about 8,017 officers, non-commissioned officers (NCOs) and enlisted members. According to the Global Peace Index which is issued by the Australian Institute for Economics and Peace, the ratio of the number of enlisted police members and officers to the population is 361 police persons to every 100,000 people. If we compare PCP staff in northern districts (West Bank) to the population – which was around 2.86 million in the first half of 2015 according to PCBS, of which 1.45 million are males and 1.41 million are females – the ratio of the number of the PCP personnel to the population is 280 police members per 100,000 citizens, which is a percentage that is slightly below the international average. **In order to reach the international average, the PCP needs to recruit 2,316 new members.** In spite of that, the presence of the occupation and the division of the northern governorates according to the Oslo Accord to three areas from a security and administrative aspect (A, B and C) impedes the effectiveness of the PCP numbers as the PCP does not have any security powers in Area C which constitutes 61% of the area of the northern governorates. As for

the presence in Area B which makes up 21% of the area of the northern governorates, it is subject to restrictions on the numbers and armament that are agreed on with the Israeli authorities. Thus, the impediment to the security movement of the PCP among the cities and their villages according to the above-mentioned divisions weakens the effectiveness of PCP numbers and the effectiveness of the distribution of human resources in the face of risks and security threats.

In addition to the political constraints limiting the development and expansion of the PCP as mentioned earlier, the economic situation that the Palestinian National Authority is experiencing in connection with the political situation has left severe impacts on the state of natural growth of the PCP, as recruitments have stopped in recent years, and have led to replacements of retirees and those leaving the service in the range of 100 replacements per year. **This has led to inflation in the number of high ranks in comparison with executive level or enlisted members. The number of police officers (Lieutenant rank and higher) according to the statistics of the Organization and Administration Commission in the PCP (up to the date of the development of this Strategy) has now reached 3,779 out of 8,017 members, or 47.1% of the total number of members. The number of NCOs has reached 3,887 members, or 48.8% of the total number of members. In terms of the number of enlisted members in the PCP, there are 351 members, or 4.1%. In general, the average age of PCP members ranges between 43-47 years,** which will certainly impact upon the capabilities of the force in achieving its objectives in terms of human resources, especially in the area of gender-responsiveness.

In order to identify the reality of gender equality within the PCP and the degree of responsiveness of the PCP to gender, we used in the analysis four fundamental criteria that were collected during focus groups and intensive meetings. These criteria were developed by UN Women following the studies that addressed police reform in post conflict societies.<sup>6</sup> They are as follows:

### **First Criterion: Development of PCP specializations and capabilities for dealing with crimes against women**

In traditional contexts, both society and the police might generally prefer to use negotiation and settlement as an appropriate means to handle sexual violence. This may lead to situations where men forgive men for violence committed against women. Therefore, it is very difficult to change or amend these behaviors that are defined by cultural considerations through institutional reforms that do not involve the society as a whole. Usually the police, as is the case with many public institutions, reproduce the stereotypes and biased attitudes their societies have towards men and women. This works directly to form the institutional culture which affects the work of the institution and the allocation of resources. For these reasons, creating awareness among men and women of women's rights and encouraging making a leap in the sex-based bias disseminated through the media and popular culture is considered an essential aspect of legal and social change.

Men and women police officers need to have a greater level of awareness of the nature of crimes committed against women, whether in terms of the

degree of these crimes or their seriousness. Thus, gender-sensitive police reform needs to invest in specific training aimed at creating an awareness of the new specializations in law enforcement, specifically those that include a definition of sexual violence. Police officers need to be trained in order to take these forms of violence against women and children seriously.

In connection with the above, at the level of the PCP, one can say that great strides have been made in creating an institutional awareness of gender and changing the stereotypes among male PCP staff regarding how to handle crimes directed against women. We could point out a number of significant accomplishments in this regard as follows:

**01 Establishment of the Gender Unit:** The PCP Gender Unit was established by a decision of the Chief of Police (CoP) Major General Hazem Atallah in 2011. This unit was established in order to focus on the roles played by both men and women in the PCP institution, with a view to enhancing and developing gender and enhancing its positive concept, as well as improving the police services and their quality. This unit reports to the Assistant Chief of Police for Human Resources within the organizational structure of the PCP. The creation of a department specialized in gender is considered an advanced step at the regional level and would be relied on greatly to bridge discrimination gaps. The decision of the CoP to create a gender unit is consistent with the decision of the Council of Ministers No. 12 of 2005 regarding the creation of a women's affairs unit and making it an approved part

6. UN Women (2012), *Study on Gender Sensitive Police Reform in Post Conflict Societies*, 2nd Edition, p.8.

of the organizational charters of the ministries, which reports to the minister of each ministry. The name was changed to gender unit by a Council of Ministers decision (letter, letter/65/08 of 2005) that made it an approved segment of the organizational charters of every ministry. The gender unit is composed of a director and 11 unit coordinators placed at the various police directorates in the governorates. Among the coordinators there are three female officers. It should be noted that a Gender Steering Committee was established to support the Gender Unit, made up of the deputy heads of the most prominent PCP specialized administrations. This was in response to a decision from the CoP at the end of 2013. The PCP Gender Unit contributed towards creating similar units in some of the security services, from which the Security Sector Gender Advisory Committee was later on established in the same year. This was through an initiative from the PCP Gender Unit.

**02 Emphasis on taking into account and integration of gender considerations in the PCP strategic plan:** Gender was included in the PCP Strategic Plan for 2014-2016. The enhancement of gender principles has been adopted as an objective that the PCP is seeking to achieve through the enhancement and development of gender integration instruments on the basis of advancing awareness of this concept and providing an environment suitable for gender concepts and applying the principle of equal opportunities from a gender perspective, in addition to researching gaps and gender issues in PCP. The PCP Strategic Plan

for 2014-2016 constitutes an incubator for the development of the performance of the units that specialize in gender within the PCP such as the Family Protection & Juveniles Unit and Gender Unit.

**03 Integration of gender in the training of PCP officers and enlisted members:** Several specialized courses on gender within the PCP have been held including a specialized diploma at Birzeit University in 2012-2013 that included 19 male and female officers. Also, specialized courses for the Family Protection & Juveniles Unit staff on dealing with women victims of domestic violence have been held. A training manual, specialized in the protection of women and children, was developed, in addition to adopting a family protection curriculum at Palestinian Civil Police School (PCPS). Training on this curriculum includes new police members and the rehabilitation program for current officers and enlisted members.

Despite all of the above, and through an analysis of the data of the focus groups and interviews that were held to develop the strategy, we find that there are still some practices that indicate the presence of a masculine culture within the PCP among men, including, for example, not dealing in an equal manner with the military ranks of women. Also, there is a lack of confidence in women's capabilities within the PCP for dealing with criminal risks in the field, indicating a stereotype among males concerning the positions women could occupy such as administrative positions, and a feeling that the family obligations of women constitute an impediment to their work in the PCP.

As regards the training programs that aim at changing the masculine culture and raising awareness of the values of equality, these are still elementary and insufficient for fostering the necessary change, especially given that training on gender has only recently been included in the training curricula at the PCPS and therefore there are no indicators for measuring the training impact of this curriculum. Also, the lack of PCP control over its general budget has led to the absence of a gender-sensitive budget, which makes the activities aimed at cultural and societal change carried out by the specialized units in the PCP significantly dependent on external funding and impromptu and unplanned initiatives.

There have been structural obstacles specific to the Gender Unit since its establishment. For example, the lack of sufficient full-time staff to work in the unit has impacted the performance level of this unit. Let alone the lack of a budget for this unit, which is based on a clear strategy and implementation plan approved by the decision makers within the PCP, the absence of a sufficient number of full-time trained staff to achieve the objectives for which the unit was established. There is a lack of harmony between the position of the Gender Unit in the organizational structure and the decision of the Council of Ministers regarding gender units, requiring their linkage directly to the head of the organization in accordance with the Council of Ministers' 2008 decision. The attachment of the unit to the Human Resources Administration weakens the streamlining of gender at the PCP level due to the presence of a functional hierarchy that hinders direct access to decision makers in the PCP, which leads to the unit's isolation and weakens its active presence. Conversely, linking the Gender Unit to the CoP facilitates gender mainstreaming. There

is a lack of seriousness among PCP directors in dealing with the idea and concepts of gender as an essential requirement for advancing the quality of work, and an absence of clear partnerships in this regard with the civil society that are based on the understanding and integration of roles.

### **Second Criterion: Application of new work mechanisms and incentive systems which enhance the new forms of policing that respond to needs**

According to UN Women's gender-responsive policing criteria,<sup>7</sup> specialized police units must be established for combating sexual violence, domestic violence, human trafficking and prostitution, among them for example domestic violence units.

The UN General Assembly approved the resolution 52/86 regarding crime prevention and criminal justice measures aimed at eliminating violence against women<sup>8</sup> as recognition of the need for approaches that are specialized in dealing with sexual violence in the area of law enforcement. This resolution involves guidelines regarding the design of new practices and operating procedures that need to be applied in specialized units.

Among the other vital operational measures for mainstreaming gender into police practices are the measures related to basic and communication structures in police stations that allow staff to hear and record the complaints,

7. *Study on Gender Sensitive Police Reform in Post Conflict Societies*, *ibid*, p. 9.

8. UN General Assembly Resolution 52/86 of the 70th Session on 12/12/1997 on crime prevention and criminal justice measures aimed at eliminating violence against women.

depositions, and narratives of survivors of sexual violence. Toll-free telephone hotlines for sexual assault cases; dedicated vehicles servicing the family and juveniles units; ambulances; separate medical examination rooms; private spaces for interviews; partnerships with protection centers that provide longer stays for women who cannot return home; and referral systems that expand the scope of protection for battered women are some basic ways in which gender structures can provide better services for survivors of sexual violence. Occasionally, higher-order means like medical treatment and social, legal and psychological and counseling, are provided by non-governmental organizations (NGOs).

To achieve this positive effect, it is essential that these dedicated units do not become undesirable areas of police work, under-recognized and under-rewarded. Powerful incentives must be provided to encourage police personnel to work in this demanding area, including promotions, visibility, public approval and psychosocial support. Personal commitment to gender equality should be rewarded and considered an indispensable complement to wider institutional commitment.

Sanction systems to prevent and punish non-compliance with new specializations and operating procedures are a central element in ensuring the impact and sustainability of all other elements of gender-sensitive police reform. Internal correction systems as well as external oversight mechanisms need to integrate new benchmarks, codes of conduct and standards of operations.

Finally, gender-sensitivity in operating practices should also be reflected

in recruitment: commitment to gender equality principles should form an integral part of job requirements. Specialized units play a major role in streamlining gender culture among the public and within the PCP.

At the level of the PCP, we can see bold steps that are in line with the specialized approach adopted by the United Nations, which we have referred to previously, as a number of specialized units have been established in the area of combating violence against women and children, especially domestic violence, as follows:

**01 Establishment of Family Protection & Juveniles Unit:** The Family Protection & Juveniles Unit was established in 2008 after the significant increase in cases of violence within the family in all their forms. Work on establishing the unit started in 2007 as a supporting idea to the reform process within the PCP, as the first branch of this administration was established in Bethlehem in 2008. In 2014, the latest branch was established in the Jerusalem suburbs directorate, so that the administration has 11 branches in all the governorates of the West Bank.

The administration currently has 110 officers and non-commissioned officers of both sexes. The percentage of female staff in this administration makes up 33% of the total staff. In the first year of the establishment of this administration (2008), it received 35 domestic violence cases and this number multiplied tens of times at the end of 2014 as the number of cases dealt with by this administration was

about 7,000. At the end of 2015, it is expected that the total number of cases will reach 9,000.

The administration, through a highly-professional qualified staff, most with a high degree in one of the fields of humanities, cares for battered women and children when the abuser is from within the family and sexual assault cases regardless of whether the perpetrator is from within or outside the family, and then records statements, interrogates the aggressors and takes legal procedures against them in full confidentiality. The work of this department is not limited to referral to the judiciary as it aims to preserve the social fabric and family cohesion, but seeks reconciliation and provides other services through the professional network with partner organizations and concerned ministries, especially with protection centers that are dedicated to housing women and children in cases of danger within a clear referral system. The administration works according to a strategic and operational plan and there are agreements and memoranda of understanding with the Public Prosecution, the Ministry of Social Development and civil society organizations. Also, the administration has a periodic training plan on gender. It is currently working on developing a database for its work regarding gender issues and is also working on a project to build a model integrated center that includes all the actors working on domestic violence issues. This administration has an active membership in most coalitions concerned with violence against women and children.

**02 Establishment of the Administration for Juveniles Police:** The department started its work in 2009 in four governorates. In 2011, the model was rolled out to the other governorates of the country to deal with children of both sexes who have broken the law, in accordance with international standards. A specialized staff with academic degrees in humanities was trained in accordance, with an integrated training program for dealing with this age group. Later, this administration was merged with the Family Protection Unit to form the Family Protection & Juveniles Unit in 2014.

**03 Approval of the PCP code of conduct:** The PCP code of conduct was approved in January 2015 by the PCP command. The code of conduct included rules of general professional and moral conduct for PCP members. The code of conduct also elevated respect for public freedoms and human rights. The second item in the code of conduct states that “the task of the police is to maintain security and public order and to enforce judicial rulings and administrative decisions in accordance with human rights norms and standards to ensure the protection of the rights, public freedoms and human dignity of citizens, including women, children, persons of disability and the elderly.” The PCP command has begun to circulate this code of conduct by providing training on it in the districts. This direction taken by the PCP is in line with gender-responsive policing standards.

Despite these major steps within a specialized and gender-sensitive approach in the PCP, these are not sufficient to foster the necessary change. The Family Protection & Juveniles Unit operates based on internal PCP instructions in the absence of a family protection law. Consequently, the possibility of using a reconciliatory or reconciliation approach in family crimes is not founded on a legislative basis. Therefore, procedural and penal procedures that are in force within the traditional system remain a major constraint on the work of this Unit. This is in addition to insufficient specialized staff, the absence of incentives to work in these specialized units (Gender Unit, Family Protection & Juveniles Unit) and the fact that they are not dealt with seriously by other levels in the PCP.

Also, the infrastructure is not suitable for the work of the Unit and is not sensitive to privacy either at the center or the branches. The staff of the Unit is insufficient compared to the huge and increasing number of cases received by it, especially cases of runaways, physical harm and suicide.

In addition to the abovementioned, some of the obstacles facing the Unit are the lack of psychological support programs for its male and female staff. There are no allocations for the Unit within the PCP budget. The PCP support to the Unit is limited to salaries, transportation costs, rent and operational expenses for buildings. There is no support for the Unit's activities from the PCP budget, which relies primarily on donors.

As we mentioned earlier regarding the mechanisms that support gender responsive police reform, the role played by codes of conduct in the PCP is

important in terms of entrenching the concept of gender in the institution. In general, and in spite of the existence of a PCP code of conduct, it is in need of review from a gender perspective with the participation of the Gender Unit and the Family Protection & Juveniles Unit. Despite interest from PCP command to circulate this code of conduct, current programs are not adequate and require more effectiveness to raise awareness regarding this code of conduct, disseminate it and provide training on it. In terms of disciplinary penalties, there is a pattern to the way this matter is addressed that discriminates in favor of women but in a negative manner and entrenches gender-based discrimination; for example, not punishing women for arriving late on duty but punishing men for this behavior. In addition to this, the shift system at the PCP is designed to be applied to men and does not take gender into consideration when applied to women.

### **Third Criterion: Application of gender-sensitive recruitment mechanisms and mechanisms that enhance the continuation of women in policing and ensure that they reach high decision-making levels**

Increasing women's representation in police services is seen as an important element of the gender-sensitive police reform process. According to the UN Women's study,<sup>9</sup> police work in all societies is seen as a 'man's job' – this is evident from the fact that in most countries of the world women are poorly represented. On average there is about one woman out of 10 police members around the world. Developed countries and Sub-Saharan

9. *Study on Gender Sensitive Police Reform in Post Conflict Societies*, ibid, p.7

African countries have the highest percentages of female police members, with 13% and 12% respectively. By contrast, the lowest percentages are in the Middle East and North Africa Region and the South Asia region with 2% and 3% respectively. There are countries such as Australia and South Africa where the percentage of women in police forces is as high as a quarter, which raises the global average. The exceedingly low numbers of women elsewhere are testament to the substantial barriers to women's access to police work, and to problems with retention of female staff once employed.

According to the study, increasing women's representation in police services is seen as an important element of gender-sensitive police reform for a number of reasons: it is expected to support more effective community relations, since a police service whose composition more adequately reflects the population it serves would have greater legitimacy among the population. It can potentially moderate extremes in the use of force, and above all, can result in a police service that responds with greater alacrity and commitment to preventing abuses of women's rights. More women in the police does not automatically guarantee a more gender-sensitive police force, however, because incentive systems and training may still reinforce operating practices that discriminate against women, particularly if women in the police are present in just token numbers.

For this reason, PCP women recruitment mechanisms must 'aim high' in the sense of seeking to attract large numbers of women to improve gender equity. Recruitment drives targeting women must avoid gendered divisions of labor and power that relegate women to the lower ranks and the least-valued tasks.

Effective gender-sensitive police reform ensures that women are promoted to the higher echelons in order to subsequently serve as role models for others wishing to enter and rise through the ranks. Likewise, gender-sensitive police reform should focus on promoting women's equal representation in executive posts, actively addressing women's recurrent marginalization to non-executive and administrative posts.

**Making the workplace a supportive environment for women is an essential part of attracting women to, and retaining them in, the police.** First and foremost, female officers must be protected from sexual harassment by colleagues. Zero tolerance policies with respect to sexual harassment and abuse are essential elements of gender sensitive police reform and must be backed by strong enforcement actions, including complaints mechanisms, to demonstrate high-level commitment to gender equality.

In addition, policies for supporting family responsibilities, including maternity and paternity leave, maternity uniforms, and time off on working days for female officers to nurse infants have been introduced to retain women recruits. Gender-sensitive police reform must recognize that women have special workplace needs related to their physical safety and their child and family care responsibilities that need to be taken into consideration.

In the Palestinian context, the PCP in the northern districts (West Bank) includes around 8,017 officers, non-commissioned officers and enlisted members. These include 300 women, or 3.79%. The percentage is very similar to the percentage of female police members in police forces

in the Middle East and North Africa region as well as South Asia, where the percentage is 2-3%. Globally, this percentage is 10% according to UN statistics.<sup>10</sup> According to the data from the PCP Gender Unit, about 6% (18 female officers) of women working in the PCP are in leadership positions. The women working in the PCP are distributed among the specialized administrations. The jobs held by the women are mainly administrative. One needs to recognize the interconnectedness in some specializations and legal standards such as those related to detaining women and searching them at correction and rehabilitation centers, Criminal Investigation Department (CID) and the Family Protection & Juveniles Unit. According to the data of the Organization and Administration Commission at the PCP, 50% of the women members of the police are officers and 40% are non-commissioned officers (NCOs), while less than 10% of the female members are enlisted members.

The shortage in the number of female PCP recruits is due to several reasons. Based on the analysis of the data from the focus groups and in-depth interviews; the main reasons are:

1. Society's view of police work as a masculine job, although this view has been changing over the last ten years towards accepting women working in the PCP;
2. The halt in recruitment for reasons related to the financial crisis, the government's direction in recent years and the adoption of the method

of replacing those who leave the service. It should be noted that the replacement policy is not gender-sensitive;

3. Lack of community awareness regarding the importance of the role of women in the PCP, and women's preference for safer civilian jobs;
4. Lack of financial incentives – privileges for men and women in civilian jobs remain higher than those in the PCP. There is also a lack of incentives related to family responsibilities;
5. The weak infrastructure at the PCP and the fact that it is not responsive to gender needs compounds the lack of women joining the PCP;
6. Different levels of men in the PCP have low confidence in the ability of women to work in the PCP;
7. Stereotypes regarding women's work in administrative positions and the lack of adequate models about women's image in the field;
8. The PCP media's lack of ability to change society's stereotypes regarding women working in the PCP.

As for the situation of women in the PCP, the lack of training strategies for women affects their progress and development in the PCP and excludes them from promotions based on equal opportunities. There is an exclusion of women from the Police Sciences bachelor's degree abroad. Despite the political will of PCP decision-makers, particularly the CoP, regarding integrating gender issues into the PCP, there are doubts among men at the level of heads of directorates and specialized administrations regarding women's capabilities.

10. UN Women (2011), *Progress of the World's Women: In Pursuit of Justice*. Available at : <http://progress.unwomen.org/wp-content/uploads/2011/ARA-Report-Progress-of-the-Worlds-Women.pdf>

As a result, there is no adequate security training for women in the field of protection, military training and police sciences, even though the women who attended the police school excelled in all levels compared to a lot of the men who attended. Also, as mentioned earlier, there are traditional indications of a lack of respect of women's military ranks in the PCP. There is also a lack of adequate education and training for men regarding gender. The family obligations of women in the PCP are also an obstacle to their development and to them taking up new positions in the field or in areas other than their areas of residence. The infrastructure of police stations is not suitable and does not respect the special considerations of women. There are no facilities to accommodate the children of women working in the PCP, or facilities suitable for women to use for nursing. There is no participation of women in recruitment and selection committees; recruitment and replacement operations do not take into consideration the social perspective and are not linked to policies for raising the level of women's representation in the PCP.

#### **Fourth Criterion: Involving women in police accountability systems.**

According to a UN Women study on Gender Sensitive Police Reform<sup>11</sup>, police reform requires that women participate in police accountability. Ensuring that there is accountability for the security services of any country is an important challenge. Effective civilian and democratic oversight over security services depends on the level of transparency and democratic participation

in any country. In addition to encouraging women working in the field of national policy to participate in defense and internal security parliamentary committees, there are other ways to enhance women's participation in oversight mechanisms. Bodies reviewing police work, national human rights committees, liaison committees between the community and the PCP, and international organizations can improve relationships between women and the PCP either by opening channels for them to file complaints or by supporting the PCP so that its response is more in line with women's needs. Therefore, the scope of these complaints mechanisms should be expanded so that they include complaints submitted by internal actors and deal with wider issues such as gender-based discrimination.

**One of the other important translations of effective accountability is public consultation that works on activating dialogue between the PCP and women, in addition to the general public**, including members of the women's movement and human rights organizations. Such consultations can be a part of policy design, implementation and monitoring.

Lastly, the new operating systems must be supported with gender-sensitive information systems that allow for conducting evidence-based reviews and performance evaluation. Such systems would constitute a tool for gender-sensitive planning and for conducting a better analysis for gender aspects of designing, implementing, monitoring and evaluating policies.

In the Palestinian context, it can be said that the PCP has noticeably developed its performance at the level of internal oversight, especially in

11. UN Women (2010), *Study on Gender Sensitive Police Reform in Post Conflict Societies*, p.9.

the area of upholding human rights and prosecuting violators from the PCP. According to PCP regulations, there are three oversight bodies exercising internal oversight tasks. These are:

**01 Bureau for Grievances & Human Rights (BGHR):** This specialized police department was established by a decision from the Chief of Police (CoP) in 2009. It is the main link between human rights organizations and the PCP with regards to oversight over PCP performance and following up on complaints and violations. The BGHR receives complaints in three ways: the complainant personally coming to the department; sending a complaint via e-mail; or through human rights organizations. One of the department's main tasks is about following up on complaints. The department forms a team to follow up on the complaint submitted regarding PCP violations, goes to the location of the violation, conducts an investigation, develops findings and recommendations that are submitted to the CoP to take necessary measures, and the complainant is informed in writing of the outcome of the follow-up. Another one of its main tasks is visiting correction and rehabilitation centers (CRCs). The department conducts regular visits to CRCs and detention cells that are under the PCP's management and supervision to view the situation of the inmates and provide recommendations to the Chief of Police. BGHR has 15 officers and non-commissioned officers, including one woman who has an administrative role and attends the investigations in which the complainant or the defendant is a woman.

**02 Police Security Administration (PSA):** A second oversight body operating in the PCP. It was established with the creation of the PCP in 1995. The PSA receives complaints related to human rights violations and complaints related to the performance of policing tasks and violations of policing discipline. It follows up on them, conducts investigations and responds to the complainant with the outcome of the follow-up. The PSA shares oversight over PCP performance with BGHR. It is also tasked with following up on PCP violations with the Military Judiciary. Included in the tasks of this administration is following up on the violations that may take place in the PCP based on gender considerations. The administration deals in general with complaints received based on their classification into those received from male and female citizens on the one hand, and those received from PCP officers and enlisted members on the other. Most of the complaints from citizens are referred to the Military Prosecution, whereas the complaints received from within the PCP are dealt with in a disciplinary manner, unless it is necessary to refer them to the Military Prosecution. The administration receives most of the complaints through the PCP website. It has branch offices in all districts to which the citizens can go in order to submit a complaint.

**03 PCP Inspector General's Office:** The Inspector General's Office (IGO) was established by a decision from the CoP in 2008. The PCP IGO is a third oversight body for

PCP performance. The IGO oversight over the PCP is a complete central oversight; it includes all PCP locations, administrations, units and sections without exception. The oversight by the IGO aims at ensuring standards of oversight and quality in performance as well as enhancing integrity, transparency and the foundations of good governance.

Despite the importance of these oversight mechanisms in terms of enhancing the human rights situation and not enabling violators to evade punishment, women's participation in these mechanisms is ineffective or non-existent. With regards to the PSA, and despite its broad powers, it does not have an adequate representation of women, especially at the level of senior ranks. The staff of the administration is made up of about 160 officers, non-commissioned officers and enlisted members, of which 10 are women and most of the women work in administrative positions. In addition, there is nothing in the administration's literature that is based on gender considerations or behavioral penalties related to gender-based discrimination. The administration has no database or indicators that classify the complaints received on the basis of gender. There is a shortage of training in this field for officers dealing with complaints related to women. In addition, there is a lack of qualified female staff to receive and analyze this type of complaints and handle them with privacy. In general, the non-participation of women in decision-making positions in these mechanisms diminishes the effectiveness of the PCP as a whole in responding to gender considerations.

These obstacles greatly impact the BGHR; the staff includes only one woman out of 15 officers and non-commissioned officers. She has an administrative role and attends investigations that include women. When she is absent, female police members from other administrations are brought in to attend these investigations. Nevertheless, it can be said that cases of sexual violence or violence that is directly based on gender are very few, and are dealt with by the PSA, BGHR and IGO with a view to deterring offenders. For example, no complaints of this type have been recorded at BGHR against police members since its establishment in 2009. In general, there is a strict culture within the PCP, with social roots, towards how PCP enlisted members and officers deal with female PCP members and with women submitting complaints or those suspected of committing crimes.

In terms of the participation of female PCP members in community dialogue and building supportive networks at the level of civil society organizations, in line with the PCP accountability criterion as a requirement for gender responsiveness, it can be said that the relationship and participation have been developing and changing positively compared to the situation 10 years ago. This may be due, at the establishment of the PCP, to civil society's skeptical view of security work and its impact on the human rights situation, but there has been change for the better. There is a group of supportive civil society organizations that work in cooperation and coordination with the Gender Unit and the Family Protection & Juveniles Unit. Also, agreements to regulate work have been signed between the Family Protection & Juveniles Unit and the Public Prosecution and Ministry of Social Affairs. There are also MoUs with civil society organizations regarding this matter.

**Conclusion:**

In light of the previous review, it can be said that the PCP has come a reasonable way in responding to gender issues, especially in the area of creating mechanisms that are specialized in gender, such as the Gender Unit and the Family Protection & Juveniles Unit. The PCP has also laid a strong foundation which can be built upon in completing the development of a gender-responsive police force in terms of integrating these issues into the PCP Strategic Plan 2014-2016. Despite all that, there are, however, many challenges that make the development process in this field a slow process, in particular the challenges linked to the legal framework; the absence of a modern police law that is in line with international standards; the absence of legislation related to family protection and juveniles, the Penal Code in effect in West Bank districts (Law No. 16 of 1960) and the Juveniles Reform Law of 1954. Also, the occupation and its policies hinder the natural development of the PCP and limit its powers in responding to crimes against women, especially in areas B and C which are under Israeli security control. This is in addition to the financial crisis the Palestinian Authority is facing which has led to a halt in recruitment for the PCP. The increase in PCP staff numbers comes only from replacements, where 90

to 100 people are replaced annually and these replacements are not in their essence gender-responsive. This hinders raising the rate of women's participation in the PCP, which is no more than 3.75%. This crisis also has an impact on the development of more gender-responsive infrastructure and on encouraging women to join the PCP.

Despite the establishment of the Gender Unit and the Family Protection & Juveniles Unit, these new mechanisms operate in difficult and uncondusive conditions in terms of training their members and having them work there full-time, with a lack of supportive infrastructure, and a lack of responsive budgets that are capable of achieving the objectives for which they were created. There are not enough training programs in gender, and there is a lack of incentives and mechanisms that encourage women to join the PCP and remain there. This impedes the development of women in the PCP and prevents them from competing for executive roles in the field, keeps women in stereotypical administrative roles and establishes a negative culture in the PCP towards the work of women. Lastly, the weak and low participation of women in the PCP in PCP accountability and oversight mechanisms impedes the PCP's response to gender issues in general.



## REFERENCES

## 5 References

The following references represent the foundations upon which this strategy is based, starting with equality and justice that require being responsive to gender issues in state institutions in general and in the PCP in particular. These references have been subdivided into general references and special references as follows:

### 5.1 The strategy's main references:

1. Declaration of Independence approved by the Palestinian National Council in 1988, which stipulates non-discrimination in public rights between men and women. It states: "The State of Palestine is the state of Palestinians wherever they may be. In it they shall develop their national and cultural identity and enjoy full equality in rights. Their religious and political beliefs and their human dignity shall be safeguarded under a democratic parliamentary system of government built on the freedom of opinion; and on the freedom to form parties; and on the protection of the rights of the minority by the majority and respect of the decisions of the majority by the minority; and on social justice and equal rights, free of ethnic, religious, racial or sexual discrimination; and on a constitution that guarantees the rule of law and the independence of the judiciary; (...) The State of Palestine declares its commitment to the principles and objectives of the United Nations, and to the Universal Declaration of Human Rights, and to the principles and policy of non-alignment."
2. The Basic Law of the State of Palestine. The amended Basic Law of 2003 was one of the main legal references regulating the rights of Palestinian women. The Basic Law prohibited discrimination between men and women before the law and the judiciary. Article (9) of the Palestinian Basic Law states: **"Palestinians shall be equal before the law and the judiciary, without distinction based upon race, sex, color, religion, political views or disability"**. Article (10) of the Basic Law states: **"Basic human rights and liberties shall be protected and respected. The Palestinian National Authority shall work without delay to become a party to regional and international declarations and covenants that protect human rights"**. Article (26/4) of the Basic Law stipulates: **"To hold public office and positions, in accordance with the principle of equal opportunities"**. Article (29) of the Basic Law states that maternal and childhood protection is a national duty. Article (84) of the Basic Law states: **"1. The Security Forces and the Police are regular forces. They are the armed forces in the country. Their functions are limited to defending the country, serving the people, protecting society and maintaining public order, security and public morals. They shall perform their duties within the limits prescribed by law, with complete respect for rights and freedoms. 2. The law shall regulate the Security Forces and the Police"**.
3. The 1979 Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), which Palestine joined in 2014, expanded

the scope of women's rights to become comprehensive and inclusive of all economic, social, political and civil rights. It urges countries to take **necessary measures** to achieve equality in all areas and has identified the necessary **measures** for this, including **interim measures** (positive discrimination). It also requires work on **amending prevailing behavioral patterns** (social/cultural/etc.), so as to impose standards of equality and non-discrimination in both **private and public life**.

## 5.2 The strategy's special references:

■ **PCP Strategic Plan:** Gender considerations have been included in the PCP Strategic Plan 2014-2016. Strengthening gender principles has been adopted as an objective that the PCP seeks to achieve by enhancing and developing gender incorporation tools on the basis of raising awareness of this concept, providing a work environment that is suitable for gender concepts and applying the equal opportunity principle based on a gender perspective, in addition to studying PCP gaps and gender issues. The PCP Strategic Plan 2014-2016 is an incubator and a platform for developing the performance of specialized units involved in gender in the PCP, such as the Family Protection & Juveniles Unit and the Gender Unit.

■ **Palestinian Security Sector Strategic Plan 2014-2016,** which laid the foundation in general for strengthening gender in the security sector. It includes a strategic goal (4.3) to this effect, which states "Promote gender principles and equal access". The sub-

objectives translate this objective realistically into the following

- 4.3.1 *Strengthen and develop tools and policies to incorporate gender into the security establishment.*
- 4.3.2 *Promote recruitment and retention policies which increase women's representation in the security establishment.*
- 4.3.3 *Increase accessibility to buildings, facilities and services managed by the security sector institutions.*

■ **The Palestinian National Development Plan 2014-2016:** which contains Priority Policy 11: *Employ more women in the Palestinian Civil Police and other security services and enhance women's access to justice sector services.*

■ **The National Strategy to Combat Violence Against Women 2011-2019,** which states in Strategic Objective Five, Policy One: *"Improve the quality of police work, forensic medicine and general prosecution with regard to management of VAW cases."*

■ The Decision of the Council of Ministers on integrating gender into the government's budget preparation process – Decision No. (01/05/13/م.س.ف.) of 2009.

■ The Decision of the Council of Ministers on establishing gender units – Decision No. (08/65/12/م.س.ف.) of 2008.

■ The Palestinian Development Plan 2014-2016 which stipulates the

**integration** of gender issues into **national** plans and budgets.

- The guiding document on integrating human rights into Palestinian national development plans for 2014-2016, which affirmed the Palestinian government's commitment to the process of integrating human rights and gender issues into the four sectors included in the plan, which are: social development, economic development, infrastructure and good governance in the security and justice sectors.
- UN Women study on Gender Sensitive Police Reform in Post Conflict Societies (2<sup>nd</sup> Edition, 2012).
- UN Security Council Resolution 1325 on Women, Peace and Security

in 2000, which included several recommendations in the field of empowering women in security and police. It called on countries to take into consideration women's privacy and to involve them in security and peacekeeping operations, especially in conflict-affected areas. It also included raising the awareness of peacekeeping forces and the judicial authority regarding women's specific situation in conflicts and to take measures to ensure their protection and commit to respecting the human rights of women and girls. It emphasized supporting the role of women as military observers, civilian police, human rights and humanitarian personnel. The Resolution also urged states to increase representation of women at all decision-making levels as an equal partner for the prevention and resolution of conflicts and the achievement of durable peace.



**VALUES  
GOVERNING  
THE WORK  
OF PCP**

## 6 Values Governing the work of PCP

An agreement was reached regarding the need for the PCP gender strategy to be based on the overarching values of the PCP, which were adopted in the PCP Strategic Plan 2014-2016, with some values added which lay the foundation for integrating gender, as follows:

- Honesty and trustworthiness.
- Justice and equality.
- Safeguarding rights and freedoms.
- Non-discrimination.
- Cooperation and partnership.
- Quality and excellence.
- Respect for privacy.
- Transparency and accountability.



**VISION,  
MISSION &  
OBJECTIVES**

## 7 Vision, Mission and Objectives

In light of the SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis of the environment affecting the response of the PCP to gender issues, the response to the requirements of the current situation and where the PCP stands from a gender perspective, participants discussed developing a vision and a general mission. They also discussed the current tasks, and what measures will be taken to achieve the future vision. The participants also discussed the set of objectives at the level of responding to gender issues, as follows:

### 7.1 Vision:

The participants agreed that the vision of the PCP in responding to gender issues would be as follows:

**A Palestinian police that is responsive to gender issues.**

### 7.2 Mission:

The participants agreed that the mission of the PCP from a gender perspective would be as follows:

**We work in partnership to build a Palestinian police organization that is responsive to gender issues by working on raising awareness, building capacities, empowering members of the institution, integrating gender issues in the institution's policies and work mechanisms, and strengthening**

**partnerships with supportive institutions in accordance with the values of justice, equality and accountability so as to ensure the advancement of the quality of police services and full respect for human rights in society.**

### 7.3 Strategic Objectives:

Those participating in the planning workshop identified five strategic objectives derived from the mission statement of the PCP in responding to gender issues, as follows:

*Strategic Objective 1: Mainstreaming gender concepts in the PCP.*

*Strategic Objective 2: Build police capacities in the field of gender.*

*Strategic Objective 3: Empower the PCP from a gender perspective.*

*Strategic Objective 4: Integrate gender issues into PCP policies and work mechanisms.*

*Strategic Objective 5: Strengthen partnerships with supporting institutions concerned with gender issues.*

### 7.4 Sub-objectives or outcomes:

A number of sub-objectives to ensure the achievement of the strategic objectives in a medium term of 3 to 5 years starting in 2016 were developed, as follows:

*Sub-objectives (outcomes) for Strategic Objective 1: Mainstreaming gender in the PCP:*

*Sub-objective 1: PCP media resources and messages are gender-sensitive.*

*Sub-objective 2: Decision-makers in the PCP have knowledge of gender issues.*

*Sub-objective 3: A PCP database that is responsive to gender issues.*

*Sub-objective 4: Mechanisms for monitoring the progress made are gender-sensitive.*

*Sub-objectives (outcomes) for Strategic Objective 2: Build police capacities in the field of gender:*

*Sub-objective 1: 50 male and female trainers are qualified to provide training on gender in the PCP.*

*Sub-objective 2: 10% of PCP staff are trained in gender issues annually.*

*Sub-objective 3: Gender-sensitive training mechanisms.*

*Sub-objectives (outcomes) for Strategic Objective 3: Empower the PCP from a gender perspective:*

*Sub-objective 1: An increase in the percentage of women working in the PCP to 7%.*

*Sub-objective 2: An increase in the participation of women at the decision-making level in the PCP to 20%.*

*Sub-objective 3: 100% of women in the PCP are qualified at the level of field skills and enhancement of self-confidence.*

*Sub-objective 4: 20% of PCP infrastructure is sensitive to gender needs.*

*Sub-objectives (outcomes) for Strategic Objective 4: Integrate gender issues into PCP policies and work mechanisms:*

*Sub-objective 1: General PCP budget is sensitive to gender needs.*

*Sub-objective 2: The next PCP strategic plan is responsive to gender issues.*

*Sub-objective 3: Implementation plans of administrations and directorates are gender-sensitive.*

*Sub-objective 4: Internal oversight mechanisms are sensitive to gender issues.*

*Sub-objectives (outcomes) for Strategic Objective 5: Strengthen partnerships with supportive institutions concerned with gender issues:*

*Sub-objective 1: Increase funding for PCP gender issues by 100%.*

*Sub-objective 2: 100% increase in partnerships with government and civil institutions supporting PCP gender issues.*

**ENVIRONMENT  
ANALYSIS  
(STATE OF PLAY)**



## 8 Environment Analysis (State of Play)

The environment refers to all the surrounding external and internal factors that directly or indirectly affect the response of the PCP to gender issues. The environment is subdivided into an external and internal environment. The external environment is the combination of all the general political, economic, social and cultural factors, considerations and variables that are difficult for the PCP to control and affect due to their comprehensiveness and their effect on the various components of the state.

The internal environment, on the other hand, is all the variables and data that the team controls and can affect and change according to the needs of its requirements and strategic plans. In other words, the internal environment refers to analyzing and identifying the sources of strengths and weaknesses in the PCP from a gender perspective in order to strengthen the positive and rectify the negative. The environment analysis is a fundamental and essential factor in building any strategic planning for many reasons, the main reasons being: **assessing the material and human resource capacities and potentials of the institutions, discovering strengths and weaknesses, benefitting from strengths, and minimizing the impact of threats and risks.**

A set of criteria was adopted to identify strengths and weaknesses in the analysis of the PCP internal environment from a gender perspective in terms of human resources, expertise, organizational structure, quality of services,

public relations, monitoring and evaluation system and infrastructures. In analyzing the external environment affecting the response of PCP to gender issues, several criteria were adopted to identify threats and opportunities in terms of cultural and social trends, economic situation, political circumstances, legislation, funding and partnerships.

### 8.1 Internal environment analysis (strengths & weaknesses)

Those participating in the planning identified the strengths that support the response of the PCP to gender issues, and the weaknesses that require an intervention in order to overcome them. Based on the findings of the working groups we can identify the main strengths and weaknesses that were agreed upon, in accordance with the criteria used for the analysis, as follows:

#### Weaknesses:

- *Insufficient staff (men/women) at the operational level in the PCP (enlisted members).*
- *Low participation rate of women in the PCP – 3.79%.*
- *Lack of studies assessing gender-sensitive human resource needs.*
- *Recruitment and replacement mechanisms are not gender-sensitive, including the non-participation of women in recruitment and replacement committees.*
- *Low participation of women in the PCP at the decision-making level.*
- *The Gender Unit is not linked to the head of the PCP overall organizational structure in accordance with the decision of the Council of Ministers.*

- *Lack of clear work systems for the Gender Unit.*
- *Lack of gender-responsive budgets in general in the PCP.*
- *Infrastructures are not gender-sensitive.*
- *Low awareness of the concept of gender within the PCP.*
- *Weak expertise of women working in the PCP in the field of security sciences and personal protection.*
- *Poor presence of women working in the PCP in the field and operational levels in the PCP.*
- *Lack of awareness of PCP code of conduct.*
- *Low confidence from men at the level of PCP specialized administrations in women's ability to perform field tasks.*
- *Lack of gender-sensitive work mechanisms.*
- *Lack of psychological support services for the men and women working in the PCP.*
- *Low participation rate of women in mechanisms of oversight over PCP work (BGHR, IGO, PSA).*
- *Low awareness of complaints mechanisms of oversight mechanisms among PCP female members.*
- *The absence of a gender database and gender indicators at the PCP.*
- *Poor follow-up, evaluation and development of MoUs with partners.*
- *Poor coordination with civil society organizations supporting gender issues.*
- *Poor funding for gender programs at the PCP.*
- *The existence of a Memorandum of Understanding in the field of gender with the Public Prosecution and civil society.*
- *The Gender Unit and Family Protection & Juveniles Unit are members of anti-violence coalitions.*
- *The confidence that civil society organizations supportive of gender issues have in the PCP.*
- *The presence of staff specialized in gender issues.*
- *The presence of some women in senior positions in the PCP.*
- *The presence of permanent mechanisms for internal oversight over PCP work and the protection of human rights.*
- *The existence of mechanisms that respect privacy at the Family Protection & Juveniles Unit for dealing with complaints.*
- *The presence of a political will among the PCP leadership that is supportive of gender issues.*
- *The presence of a code of conduct.*
- *The presence of donor-funded gender programs.*
- *The presence of a PCP strategic plan 2014-2016 that emphasizes the importance of integrating and strengthening gender.*
- *The presence of a specialized unit and Unit in the overall organizational structure that deal with gender (Family Protection & Juveniles Unit, Gender Unit).*
- *The presence of a course on gender and a course on family protection & juveniles at the police school.*

#### **Strengths:**

- *The cooperation between the Gender Unit and the other PCP administrations.*

## **8.2: External environment analysis (opportunities and threats)**

Those participating in the participatory plan identified all the opportunities and threats that affect the PCP's response to gender issues as follows:

**Threats:**

- *The occupation and its obstacles that hinder the security sector's development.*
- *The internal division and its impacts on the unity of the police institution.*
- *The deterioration of the security situation and the halt in funding.*
- *The financial crisis and deficit in the general budget.*
- *The absence of a gender-responsive state general budget.*
- *Lack of sufficient state financial resources to fund gender projects.*
- *Donor priorities in terms of international support.*
- *Funding is linked to the political situation.*
- *The non-ratification of a law to regulate the work of the PCP.*
- *The absence of a law on family protection.*
- *The absence of the Palestinian Legislative Council due to the division, and the halt in ratifying the criminal law system.*
- *Deficiencies in implementing the laws in force in the area of rights and privileges of the men and women working in the PCP.*
- *The absence of a judiciary that is specialized in family issues.*
- *Weak implementation of laws regarding the privileges of women working in security forces compared to women working in civilian positions.*
- *Stereotypes about women.*
- *The high rate of domestic violence and exploitation of children.*
- *The increase in crimes against women.*

**Opportunities:**

- *The change in social attitudes and the acceptance of women working in the PCP.*
- *The community's trust in the PCP.*
- *There is interest in working in the PCP from both women and men.*
- *Local media and the ability to provide a positive view.*
- *The State of Palestine has acceded to international human rights treaties, in particular CEDAW.*
- *The State of Palestine's commitment to Resolution 1325 on Women, Peace and Security.*
- *The existence of a political will that is supportive of gender issues at the level of government and the security sector.*
- *The existence of constitutional and legislative texts guaranteeing equality and non-discrimination.*
- *Decision of the Council of Ministers regarding integrating gender into the government's budgeting process – Decision No. (01/05/13/ . / . ) of 2009.*
- *Decision of the Council of Ministers regarding the formation of gender units – Decision No. (08/65/12/ . / . ) of 2008.*
- *The Palestinian Development Plan 2014-2016 which stipulates the integration of gender issues into national plans and budgets.*
- *The guiding document on integrating human rights into Palestinian national development plans for 2014-2016.*
- *The presence of donors who are interested in supporting gender issues (UN Women, EUPOL COPPS and Palestinian institutions).*
- *The existence of partnerships with gender units in the government sector.*
- *There is an international move towards an interest in women's rights.*

## ACTIVITIES



## 9 Activities

The activities that the implementation plan will be based upon were developed for the short-term of the next three years (2016-2018) on the basis of overcoming weaknesses and reducing the impact of threats that came out of the SWOT analysis and in order to benefit from the strengths and available opportunities, and identify the main interventions. The following determinants were taken into consideration: realism, possibility, proportionality, and hierarchy in the development of activities. The table of the main interventions is as follows:

# 01

Strategic Objectives	Sub-objectives (Outcomes)	Activities
<b>Strategic Objective 1: Mainstream gender concepts in the PCP.</b>	<b>Sub-objective 1: PCP media resources and messages are gender-sensitive.</b>	Purposeful media plan to introduce gender at the PCP level.
		Periodic bulletin to introduce gender issues in the PCP.
		A special page of the PCP website to introduce gender issues.
	<b>Sub-objective 2: Decision-makers in the PCP have knowledge of gender issues.</b>	Informative (audio-visual) material about gender.
Circulate the gender strategy within the PCP		
		Hold periodic meetings between the gender unit coordinator and the head of the directorate in the governorates

	<p><b>Sub-objective 3: A PCP database that is responsive to gender issues.</b></p>	<p>Develop a list of PCP gender-sensitive indicators.</p> <p>Set up a computerized system to document, classify and process PCP gender indicators.</p> <p>Train 5 of the Gender Unit staff on entering and processing data as well as extracting gender reports.</p>
	<p><b>Sub-objective 4: Mechanisms for monitoring the progress made are gender-sensitive.</b></p>	<p>Prepare an annual and semi-annual report on progress towards PCP gender indicators.</p> <p>A mid-term review of the PCP gender strategy.</p>
<p><b>02 Strategic Objective 2: Build police capacities from a gender perspective.</b></p>	<p><b>Sub-objective 1: Gender-sensitive training mechanisms.</b></p>	<p>Approve a training curriculum on gender at the PCP School.</p>
		<p>Review the approved training curricula at the PCP School from a gender perspective.</p>
		<p>Develop a Training of Trainers (ToT) training manual in the field of gender.</p>
		<p>Develop a training package for training on gender.</p>
	<p><b>Sub-objective 2: 50 staff members are qualified to provide training on gender in the PCP.</b></p>	<p>Hold 3 Training of Trainers (TOT) courses in training skills in the field of gender at a rate of one course per year.</p>
<p>Organize an international exchange visit annually for the trainers to learn about comparable experiences in the field of training in gender.</p>		

## 03

**Strategic Objective 3: Empower the PCP from a gender perspective.**

**Sub-objective 3: 10% of the PCP staff are trained in gender issues annually.**

Hold two training courses in each district annually for officers, non-commissioned officers and enlisted members in gender concepts and issues.

Hold a training course for the senior officers in gender concepts and issues.

Hold two trainings on reinforcing knowledge annually at the police school for officers and non-commissioned officers in gender concepts and issues.

Hold a training course in the area of gender-responsive budgets for relevant administrative staff.

**Sub-objective 1: Increase the percentage of women working in the PCP to 7%.**

Recruit 40 women to the PCP annually with a numerical increase of 10% per year, according to the need and depending on the availability of resources.

Adopt a fixed quota of 30% for women in replacements [replacement recruitments], when needed and possible.

Develop a media campaign targeting society and women with every recruitment or replacement process.

Approve having 10% women participants in Bachelors scholarships when available.

	<p><b>Sub-objective 2: Increase the participation of women at the decision-making level in the PCP to 20%.</b></p>	<p>Approve a plan to rotate the female staff at the level of officer to the vacant leadership positions.</p>
	<p><b>Sub-objective 3: 100% of women in the PCP are qualified at the level of field skills and enhancement of self-confidence.</b></p>	<p>Train 20 women of senior ranks in leadership, management and communication skills.</p> <p>Develop a needs assessment study for the PCP female staff in the field of police sciences and field skills and at the level of PCP specialized administrations.</p> <p>Design a training program in the field of police sciences and field skills to train the female staff (300 officers, non-commissioned officers and enlisted members) through the PCP School.</p> <p>Provide reinforcing trainings for 100 female police members annually in the field of police sciences, field skills and building self-confidence.</p> <p>Train 15 female non-commissioned officers and enlisted members as traffic monitors and deploy them in the field.</p> <p>Design a program of psychological and social support for those working in the Family Protection &amp; Juveniles Unit.</p>
	<p><b>Sub-objective 4: 20% of PCP infrastructure is responsive to gender needs.</b></p>	<p>Develop a study to identify the needs of police facilities and to establish to what extent they are sensitive to gender needs.</p> <p>Develop an engineering study that includes the design and cost of making essential police facilities compatible with gender needs.</p>

## 04

**Strategic Objective 4: Integrate gender issues into PCP policies and work mechanisms.****Sub-objective 1: General PCP budget is sensitive to gender needs.**

Issue a decision to ensure the participation of the Gender Unit in the planning of the general PCP budget.

Conduct an evaluative review of PCP budgets over the past ten years from a gender perspective to build foundations that can be used for planning for upcoming budgets.

Restructure the Gender Unit.

**Sub-objective 2: PCP strategic plan is responsive to gender issues.**

Decision regarding the participation of the Gender Unit in the development of the next PCP Strategic Plan.

Decision to integrate the gender strategy into the PCP Strategic Plan.

Train the planning team on mechanisms for integrating gender into the strategic plan.

**Sub-objective 3: Implementation plans of administrations and directorates are gender-sensitive.**

Hold consultations with administrations and directorates on the gender strategy.

Prepare a guide on integrating gender into the PCP administrations' implementation plans.

Participation of Gender Unit coordinators in developing the implementation plans of administrations and directorates.

## 05

**Objective 5: Strengthen partnerships with supporting institutions concerned with gender issues**

**Sub-objective 4: Internal oversight mechanisms are sensitive to gender issues.**

A decision to ensure women representation is 5% at least in the PCP internal oversight mechanisms (PSA, BGHR, IGO).

Train 20 female police members in internal oversight and complaint follow-up mechanisms.

Develop a guide on gender-based complaints and follow-up mechanisms.

**Sub-objective 1: Increase funding for PCP gender issues by 100%.**

Conduct a mapping of donors and international institutions supporting gender issues.

Develop 3 project proposals annually in line with the PCP gender strategy.

Hold a conference for donors and international institutions supporting gender issues to fund the PCP gender strategy.

**Sub-objective 2: 100% increase in partnerships with government and civil institutions supporting PCP gender issues.**

Conduct a mapping of government institutions and civil society organizations supporting gender issues.

Sign new memoranda of understanding with government institutions and civil society organizations supporting gender issues, in line with the PCP gender strategy.

Conduct an assessment of PCP participation in national coalitions supporting gender issues and develop a vision for activating this participation.



## PERFORMANCE INDICATORS

## 10 Performance Indicators

The team has agreed on developing a set of general indicators to measure the rate of accomplishments at the level of achieving the objectives (results) and in order to evaluate and redirect the work during the phases of the strategy to ensure a higher level of quality. Quantitative and qualitative indicators were used according to the following table:

*Table of Performance Indicators*

No.	Indicator	Baseline		Target		
		2015	Data Source	2016	2017	2018
1.	Percentage of female members of the PCP out of the grand total	3.8%	PCP Human Resources	5.83%	7.91%	10%
2.	Percentage of female members of the PCP at decision-making level out of total number of heads and deputy heads of specialized administrations	5%	PCP Human Resources	10%	15%	20%
3.	Percentage of male and female members of the police who have knowledge of gender	15%	Gender Unit	36%	57%	80%
4.	Level of satisfaction among male and female PCP trainees about the training skills of gender trainers	Satisfactory	Gender Unit	Good	Very good	Excellent
5.	Level of self-confidence among women members of the PCP regarding carrying out field skills	Weak	Focus groups	Satisfactory	Good	Very good
6.	Level of field skills of women members of the PCP	Weak	Focus groups	Satisfactory	Good	Very good
7.	Percentage of gender-sensitive police facilities out of the total number of facilities	10%	Planning Administration	13%	16%	20%

8.	Percentage of gender-sensitive allocations in PCP general budget	10%	Planning Administration	13%	16%	20%
9.	Percentage of gender programs in the general PCP strategy	5%	PCP Strategic Plan 2014-2016	10%	15%	20%
10.	Percentage of women PCP members out of the total human resources in the PCP internal oversight administrations	3%	Data from IGO, BGHR and PSA.	10%	15%	20%
11.	Level of satisfaction of PCP female members regarding internal complaint regulations	Satisfactory	Focus groups.	Good	Very good	Excellent
12.	Percentage of computerized gender-sensitive data in PCP	10%	Gender Unit and Family Protection & Juveniles Unit	35%	70%	100%
13.	Percentage of funding for gender programs in PCP out of total funded programs	12%	Planning Administration (11 programs out of 91 funded programs)	25%	35%	50%
14.	Increase in the number of partner institutions that support gender in the PCP to double the number	00		50%	75%	100%
15.	Satisfaction level among the partner institutions that support gender in the PCP regarding the cooperation level with the PCP	Satisfactory	Focus groups	Good	Very good	Excellent
16.	Satisfaction level among female PCP members regarding the consideration of work procedures of gender	Weak	Focus groups	Satisfactory	Good	Very good
17.	Level of psychological stress resulting from work in gender programs in the PCP among male and female members	High	Focus groups	Intermediate	Intermediate	Low

## IMPLEMENTATION & TIMEFRAME



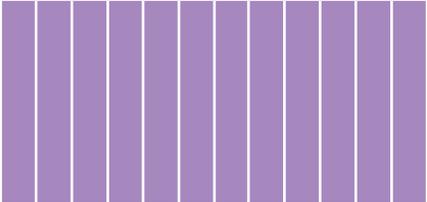
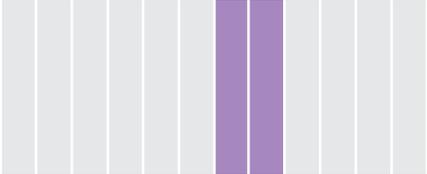
# 11 Implementation and Timeframe

In light of the operational planning workshop, the team defined the timeframe for the implementation of the strategy and identified the administrations concerned with implementation during the upcoming three years. Below is the strategy's implementation framework table:

*Implementation Framework Table*

**01**

Strategic Objectives	Sub-objectives (outcomes)	Activities	Implementer	Implementation Period		
				2016	2017	2018
<b>Strategic Objective 1: Mainstream gender concepts in the PCP.</b>	<b>Sub-objective 1: PCP media resources and messages are gender-sensitive</b>	Purposeful media plan to introduce gender at the PCP level.	Public Relations & Media Gender Unit	█		
		Periodic bulletin to introduce gender issues in the PCP.	Public Relations & Media Gender Unit		█	
		A special part of the PCP website to introduce gender.	Public Relations & Media Gender Unit		█	
	Audio-Visual informative material about gender.	Public Relations & Media Gender Unit		█	█	
	<b>Sub-objective 2: Decision-makers in the PCP have knowledge of gender issues.</b>	Circulate the gender strategy within the PCP	Gender Unit	█		

		Periodic communication between the gender unit coordinator and the head of the directorate in the district	Gender Unit	
	<b>Sub-objective 3: PCP database that is responsive to gender issues.</b>	Develop a list of PCP gender-sensitive indicators.	Gender Unit Assistant to the CoP for Planning and Development Human Resources	
		Set up a computerized system to document, classify and process PCP gender indicators.	Gender Unit Assistant to the CoP for Planning and Development Human Resources	
		Train 5 of the Gender Unit staff in entering and processing data as well as extracting gender reports.	Gender Unit Training Administration	
	<b>Sub-objective 4: Mechanisms for monitoring the progress made are gender-sensitive.</b>	Develop an annual and semi-annual report on PCP gender indicators.	Gender Unit Assistant to the CoP for Planning and Development Public Relations Steering Committee	



	<p><b>Sub-objective 2: 50 staff members are qualified to provide training on gender in the PCP.</b></p>	<p>Hold 3 Training of Trainers (ToT) courses in training skills in the field of gender at a rate of one course per year.</p>	<p>Training Administration Gender Unit Organization &amp; Administration</p>	
		<p>Organize an international exchange visit annually for the trainers to learn about comparable experiences in the field of integrating gender into police organizations.</p>	<p>Gender Unit Organization &amp; Administration Steering Committee</p>	
	<p><b>Sub-objective 3: 10% of PCP staff are trained in gender issues annually.</b></p>	<p>Hold two training courses in each district annually for officers, non-commissioned officers and enlisted members on gender concepts and issues.</p>	<p>Training Administration Gender Unit Organization &amp; Administration</p>	
		<p>Hold a training course for heads of PCP specialized administrations on gender concepts and issues.</p>	<p>Training Administration Gender Unit Organization &amp; Administration</p>	







04

	<p><b>Sub-objective 4: 20% of PCP infrastructures are responsive to gender needs.</b></p>	<p>Develop a study to identify the needs of police facilities &amp; to establish to what extent they are sensitive to gender needs.</p>	<p>Logistics Gender Unit</p>												
		<p>Develop an engineering study that includes the design and cost of making essential police facilities compatible with gender needs.</p>	<p>Logistics Gender Unit</p>												
<p><b>Strategic Objective 4: Integrate gender issues into PCP policies and work mechanisms.</b></p>	<p><b>Sub-objective 1: General PCP budget is sensitive to gender needs.</b></p>	<p>Issue a decision to ensure the participation of the Gender Unit in the planning of the PCP budget.</p>	<p>COP Finance Administration Gender Unit</p>												
		<p>Conduct an evaluative review of PCP budgets over the past ten years from a gender perspective to build knowledge that can be used for planning for upcoming budgets.</p>	<p>Assistant to the COP for Planning and Development Gender Unit Finance</p>												







	<p><b>Sub-objective 2: 100% increase in partnerships with government and civil institutions supporting PCP gender issues.</b></p>	<p>Conduct a mapping of government institutions and civil society organizations supporting gender issues.</p>	<p>Gender Unit Public Relations Assistant to the COP for Planning and Development</p>	
		<p>Sign new memoranda of understanding with government institutions and civil society organizations supporting gender issues, in line with the PCP gender strategy.</p>	<p>Gender Unit Public Relations Assistant to the COP for Planning and Development</p>	
		<p>Conduct an assessment of PCP participation in national coalitions supporting gender issues and develop a vision for activating this participation.</p>	<p>Gender Unit Public Relations Assistant to the COP for Planning and Development</p>	

