Gender Audits in Policing Organizations

Prepared for Status of Women Canada

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Executive Summary

This review of gender audits in policing organizations was commissioned to identify gender audits that have been conducted in police organizations, provide examples of gender audit frameworks and processes, and gauge how gender audits have contributed to building and enhancing gender responsiveness in police organizations.

Three gender audit related areas were examined:

1. internal/employment focused gender audits in policing
2. operational/service delivery focused gender audits in policing
3. gender audit guides for policing and non-policing environments

The bulk of police specific gender assessment and analysis related information identified focused on increasing the representation of women in policing, on reducing barriers to recruitment, retention, placement in specialized positions, and promotion. There was less information found on efforts to identify and overcome cultural barriers, and on developing gender sensitive operational policies and practices.

Several large Canadian agencies have conducted diversity reviews and assessments which included a gender component. However, no Canadian audits focused exclusively on gender were identified. Several US policing gender audits focusing on increasing the representation of women in policing have been documented. There were no US audits identified that focused on operational gender issues. One Australian example of an audit and resulting changes to policy and practice was located. An overview is included in this paper.

The UK government and the British Association of Women Police (BAWP) have been jointly working on identifying and addressing issues of concern to women in British Policing since 2001, and are promoting the documentation of good practices and the sharing of that information via the BAWP website. The UK government enacted legislation in 2010 that requires public service agencies, including police, to consider the impact of any new policies, practices, or activities, or adjustments to current policies, practices or activities on persons with identified protected characteristics. The government further requires that equity impact assessment reports be prepared and posted publicly on an ongoing basis. Although gender reassignment, sex, and sexual orientation are included as protected categories, the bulk of equality impact assessment reports reviewed focused on ethno-cultural diversity impacts rather than on gender impacts.

Gender assessment provides a solid, evidence based foundation for the development and enhancement of gender sensitive policies, process, practices. Being gender responsive can assist police organizations

in being more efficient, effective, and accountable. Assessments will clarify issues and help to focus efforts on key areas that require attention. Strong leadership is required to guide and constantly reinforce and demonstrate for employees and stakeholders that meeting gender responsiveness objectives is good for women and men in the organization, for the organization, and for the community(ies) the organization serves.

Documenting and sharing learning and experiences is important to help organizations generate ideas and discussion and become models for others. This project highlighted the scarcity of information about gender audits and the implementation and assessment of gender sensitive policies and practices in police organizations. Supplementary interviews brought to light great work that has been done in this area. Sharing that information is essential.

Gender Audits in Policing Organizations

1. Project Overview

Status of Women Canada commissioned this paper to identify gender audit processes and present examples of gender audits in policing that have led to successful implementation of gender sensitive policies, processes and practices. Although it is widely acknowledged that women are underrepresented in policing institutions and are overrepresented as victims and survivors of gender based crimes, there is no consolidated information available on assessments that have been conducted to determine organizational capacity and commitment to institutional and operational gender mainstreaming in Canadian police organizations. This review is intended to contribute to enhancing the understanding of the purpose and value of gender audits in police organizations, and provide examples of gender audit frameworks and processes, and impacts of changes made. The main focus is on the policing context, but information on gender audit processes and methodologies not specific to policing that may have application within the policing context are also included.   Three categories of gender audits are presented:

1. Comprehensive gender audits in the policing context - these audits examine institutional and/or operational policies, programs, practices, and activities to determine the impact they have on women and men within the organization-and in the community.

2. Comprehensive gender audits not specific to policing - these audits can have an institutional and/or operational focus. Some look more broadly at justice systems and institutions; others have been developed for different industries, or are focused on supporting international and community development initiatives. Examples are included here for process and assessment dimension comparison purposes and to stimulate thought on their application for policing gender assessments.

3. Gender audits focused on women's representation in policing - the bulk of policing gender audits identified focus on the identification of barriers to recruiting and retaining women police officers, and then on developing strategies to increase representation of women at all levels, and in all facets of policing.

Instruments and processes were analyzed to identify the best approach, or an amalgamation of the different approaches that would comprise a comprehensive methodology. Two best practice examples of police gender audits, and one gender assessment guide have been identified and are included in this paper.

2. Methodology

An Internet search was conducted to collect information on gender audits in policing. Findings were reviewed and examples were selected for inclusion in this report, to provide an overview of a variety of assessment types, assessment tools, and outcomes that have been realized when gender audits have been conducted. Instruments and processes were analyzed to identify preferable approaches for conducting a gender audit to ensure it has value to women and men in the organization and in the community (ies) that organization serves.

As information secured was limited, non-structured telephone and email interviews were held with a number of persons to assist in identifying additional process, initiative, and impact information.

It is acknowledged that the process and sampling technique used is not comprehensive or scientifically representative of gender auditing processes, tools, or initiatives in policing.

3. Definitions

3.1 Gender-Based Analysis

Status of Women Canada defines gender-based analysis as a process for examining a policy, program or initiative for its varying impacts on diverse groups of women and men, as well as different groups of men and women (youth, elders, etc.). It provides a snapshot in time, by challenging assumptions and capturing the realities of women and men affected by a particular issue. Gender-based analysis provides analysts, researchers, evaluators and decision-makers, among others, with the means to continually improve their work and attain better results for Canadians by being more responsive to specific needs and circumstances.

Gender-based analysis starts with gender, but it is important to go beyond gender alone. Because women, men, boys and girls are not homogenous groups, we must also take into consideration factors such as age, education, language, geography, culture and income.

3.2 Gender responsive security sector institution

The Geneva Centre for Control of the Armed Forced (DCAF) defines a gender responsive security sector institution as "one that meets the different security and justice needs of men, women, boys, and girls, and promotes the full and equal participation of men and women. A gender responsive security institution has processes to identify the particular needs of different groups of men, women, boys and girls within the community. It takes steps to meet those needs, and monitors and evaluates the impact. In a gender responsive security sector institution, both male and female employees are valued, promoted, and supported in balancing their professional and family responsibilities. A Gender

responsive security sector institution works in partnership with men and women in local communities to understand and meet local needs better. It has strong and transparent accountability processes for dealing with any problems of discrimination or sexual harassment." (Bastick 2011, 4).

4. Gender Audits : Purpose and Value

Conducting a gender audit signals to an organization's employees, communities, and other stakeholders that the organization is committed to improving the quality of its services, to meeting high professional standards, to providing all employees with excellent working conditions and fair opportunities, and to being a more gender responsive workplace. A gender audit can promote learning at individual, work unit, organizational, and community levels. It permits identification of good practices and attitudes that have made a positive contribution to mainstreaming gender in an organization, and that should be shared and celebrated.

If an organization has already taken steps toward promoting the full and equal participation of men and women, an audit will assist the organization in ensuring that the workforce and the workplace are properly aligned. It will also assist in determining how well the organization is doing in achieving their goals, identifying what is working and what is not, and identifying gaps and shortcomings that require attention and action.

The gender audit can highlight what is working well in meeting the needs of women and men within the organization and in the community (ies) the organization serves, and what requires improvement. Engaging employees and external stakeholders in conducting a gender assessment and developing gender responsive strategies can help to build collective commitment and support for action, and strengthen partnerships with communities, non-governmental organizations and complementary service providers.

A gender audit permits the organization to examine whether policies, processes, and practices are effective, whether they are being followed, and if they appropriately reinforce gender mainstreaming objectives. It provides a foundation for:
1. strategic organizational gender related planning and decision making,
2. the development of an organizational process that systematically identifies opportunities for improvements,
3. the development of an information/data collection mechanism to support evidence based analysis in measuring progress made against the baseline information on an ongoing basis, and
4. identifying, recommending, and implementing new and more effective strategies.

It can assist in identifying gender biases and perceived biases and inform the development of policies and practices to address those biases. It can help identify existing institution resources that are, or can assist in addressing gender issues and identify training and equipment needs.

A gender audit process must be robust, and be, and be seen to be, strongly supported by management. The leaders must commit to, and champion the effort, and must dedicate resources to achieving that goal.   It is important, before conducting a gender analysis, to gauge an organization's readiness to proceed and to consider potential negative impacts and how to mitigate them.   Status of Women Canada has developed a guide to explain some of the key organizational elements that need to be in place to support the sustainable implementation of gender-based analysis, as outlined in the *Departmental Action Plan on Gender-Based Analysis* (Status of Women Canada 2011). DCAF reinforces that if an organization does not have a good foundation in place it may be better for that organization to begin with dialogue and advocacy internally to create a shared understanding of the institutional benefits of being gender responsive (Bastick 2011, 7) before beginning an audit.

Gender assessments can be conducted at the organizational, unit, policy or activity level. They can be conducted on individual or a broad range of internal structures, policies, processes, procedures, activities, and/or on services provided to, or in cooperation with the public. Conducting a gender audit at the organizational level permits a more complete understanding of the current situation, and provides an organization-wide baseline for moving forward strategically.   It can assist in identifying organization wide issues and challenges that should be given priority attention, and determine how those issues can be aligned and addressed with other strategic organizational priorities, thereby providing a consistent approach across the board. The level of priority, expertise available, and the time and resources needed to achieve goals set will be major considerations in determining if an organization wide audit is viable.

Gender audits can be conducted by an internal or an external assessment team. DCAF outlines some advantages and disadvantages of each (Bastick 2011 3).

DCAF Advantages and Disadvantages of Internal and External Assessment Teams		
	Advantages	**Disadvantages**
● Internal team	● May be less expensive and more straightforward ● Knowledge of internal structures, procedures and hierarchies ● May be taken more seriously, depending upon the seniority and influence of the working group members	● Inexperience in conducting gender assessments ● Lack of independence ● Fear of being too critical ● Potential barriers to collecting information from persons of higher rank and/or different divisions
● External team	● More independent point of view, and potentially broader perspective ● No fear of consequences when being critical about internal processes ● Expertise and experience in conducting gender assessments	● Lack of understanding of how the institution works ● Potentially less able to enlist staff cooperation in and ownership of the process ● Lack of a common vision/goal and potentially more limited interpretation of outcomes

5. Best Practices of comprehensive gender audits in policing

This section provides an overview of two best practice examples of comprehensive police gender audits, one incorporated into policy and practice in the Ontario Provincial Police, and one developed by the National Policing Improvement Agency (UK), conducted jointly with the British Association of Women in Policing. Also included is a best practice example of a police specific gender audit guide. Audits are considered comprehensive if they address internal/employment issues as well as operational/service delivery issues focused on improving the gender and diversity sensitive practices of police organizations.

Several police specific gender assessments guides were identified and reviewed (Section 7). The most comprehensive assessment guide examined is the DCAF's *Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector*. (Bastick 2011). It provides clear step by step information for the assessment process, but perhaps most importantly, focuses attention on a broad range of internal and external dimensions that must be carefully considered in a robust assessment process. DCAF identifies additional resources to support each step of the assessment. The guide can be readily tailored for the unique requirements of an organization. The assessment processes requires the work team to have a good basic understanding of the organization, project management, data collection and analysis, and strategy development, implementation and evaluation.

5.1 Ontario Provincial Police, Ontario
   Destination Diversity: The Ontario Provincial Police Diversity Journey

The OPP has taken a multi-faceted approach to ensuring diversity is valued, from both a service provider and an employer of choice perspective. They have been the recipient of a number of international and national, and provincial awards for their diversity efforts.

Although the OPP has not conducted a formal gender audit, it has conducted significant research and introduced numerous diversity related policies and processes over the past 20 years to support and enhance its diversity goals. Examples of initiatives focused on gender in particular include:
- created a Women's Network (1992)
- conducted investigations into inappropriate email content and distribution issues (2001)
- consulted 400 members (women, Aboriginals, auxiliary members, special services, general headquarters personnel, and Executive Council) on increasing professionalism (2002)
- established the OPP commissioner's Community Advisory Committee, consisting of diverse leaders in the public (2002)
- introduced, and continued to host, OPP Bound, a recruitment initiative targeting women (2002-2005)
- conducted internal and external diversity focus groups (2004 - 2005)
- developed and implemented a "valuing diversity" competency into all commissioned offer performance management and development plans and hosted the Senior Women in Policing focus group (2006)
- introduced a diversity and inclusion strategy map in 2009-2010 that focuses on:

- embedding diversity in all policies and processes - operational policies, creating checks and balances, communication tools, training and education
- building an inclusive workplace free from harassment and discrimination - workplace enhancements, diversity councils, recruitment and outreach, working and learning together, research
- ensuring the OPP reflects the communities it serves at all levels building sustained trusting relationships in support of public safety programs that respond to the needs of diverse communities - - international policing missions, technology, community councils, French languages services strategy, Project for Safe and Just Communities - Argentina, aboriginal relations teams, restorative justice, youth empowerment programs
- celebrations - community celebrations, outstanding achievements, excellence through valuing diversity

Discussions with several senior OPP members highlighted that gender was for years considered separately, but as policies and practices evolved, came under the umbrella of diversity. Gender remains a key consideration in all aspects of the diversity strategy. Principles and policies are driven by, and are consistent with, Ontario government policy.

Members noted that considerable research efforts were made to identify issues and barriers before gender and diversity related strategies and policies were implemented. These efforts included but were not limited to surveys, interviews, and information sessions designed to elicit information and perceptions of what was working and what could be improved. Examples of findings included:

1. Women, and later, GLBT and ethnic communities were disproportionally reflected in the make-up of the OPP at all levels and, in particular, were underrepresented at promoted levels and in specialized units. Women who joined often left the OPP prior to being eligible for retirement. Significant research was conducted to determine the reasons for these variations.

2. Research indicated that women self selected out of the promotion process because they perceived it to be biased in favour of men. The OPP Promotion process was changed to address these issues. As well, a number of women indicated a perceived lack of support for women who were parents and family care givers. The OPP responded by implementing flexible work policies including part time work options, job sharing, and self funded leave policies.

3. High ranking women in the OPP personally championed and supported improvements. The only female Commissioner of the OPP spearheaded the OPP Bound initiative that provided women contemplating joining the OPP with an opportunity to experience what being a police officer entailed. The program resulted in increased applications and hiring of female officers. Other women in key command positions championed research and implementation of flexible work policies, and the integration of women into specialized

positions traditionally held by men (e.g. Public Emergency Response Team, Emergency Response Team, Intelligence Services, and Canine Services).

4. In response to requests for increasing female exposure within the organization and increasing access to mentoring opportunities, the OPP introduced group mentoring and reverse mentoring that connected high potential members with senior people who would otherwise not meet, in an effort to maximize opportunities for females and males.

The past 30 years have seen a shift from a focus on gender to a focus on diversity that includes a gender component. Members of the OPP interviewed noted that they could make that "leap" from a singular focus to a diversity focus only after they invested significant effort in identifying and addressing issues with women, black and LGBT members, and learned that many of the issues important to these three groups individually were shared by the other groups. Having those foundations in place enabled them to begin incorporating gender under the diversity umbrella. The organization continues to address group specific issues as they arise.

5.2 National Policing Improvement Agency (NPIA) and British Association of Women in Policing (BAWP)
The Gender Agenda 2 and the *Gender Agenda 2 Good Practice Document*

In October, 2010 the United Kingdom passed *The Equality Act 2010.* This Act requires that all organizations providing a service to the public meet the requirements of the Act, namely, that before any policy, process, program, or activity can be implemented the organization must consider the impact it will have on persons with any of the nine protected characteristics (Scotland 2010 Part 2: Chap 1):

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

The Act also requires regular reporting of equity impact assessments and progress made towards objectives set.

The *Equality Standard for the Police Service* is police specific, and defines how police must meet the requirements of the Equality Act. This Standard is "tailored to the demands of the modern policing

community, improving confidence in the service, delivering cost-effectiveness and representing a substantive shift away from a target oriented, reactive approach to diversity"(NPIA 2010 p3).

The framework is designed to support the police service in meeting the requirements of the Act by:
- assessing current activity,
- identifying gaps in performance,
- benchmarking progress and sharing best practice, and
- improving performance by delivery positive equality outcomes.

The framework outlines how the Standard will be used, support available to police agencies, and then defines criteria (NPIA 2010 p6) for:

- baselines - assessing an activity that must be in place;
- integrating - assessing an area that is integrated into wider activities; and
- excelling - assessing an outcome that contributes to improved community confidence.

The framework outlines indicators on the following dimensions (NPIA 2010 6-12):

- operational delivery - meeting the needs of diverse individuals and communities - 11 indicators (p 6 - 8)
- people and culture - building an inclusive and supportive work environment - 5 indicators (p 9-10)
- organizational processes - integrating equality across business areas - 5 indicators (p 11-12)

The Standard is supplemented by the government's *Gender Agenda 2 (2006)* a gender action plan for policing developed in cooperation with the British Association for Women in Policing (BAWP website)*.* The first *Gender Agenda* was developed in 2001, based on BAWP interviews with a wide ranging group of women. It focused on how women in the police services viewed their work environments, and made practical suggestions for improvement. A national survey of British women police was conducted in 2003 to gauge the impact of the Agenda. *Gender Agenda 2* was developed in 2006 following a series of focus groups with women in policing across the country.   *Gender Agenda 2* is currently being updated in light of the coalition government's policing reforms (BAWP 2011 4).

A number of good practices have been implemented as a result of findings presented in the research that culminated in the development of the *Gender Agenda 2*. BAWP recognized that it was important to share this information, and developed a template and invited submissions from police agencies throughout Britain to submit examples of good practices implemented as a result of The Gender Agenda Action Plan. Examples, and where available, evaluation of the initiatives are posted to the Good Practice Document website on an ongoing basis (BAWP website).

The *Gender Agenda 2* is focused on internal policies and practices to promote the value of women in the organization and to support them in doing a professional job. The *Good Practice Document* framework

is based on the five long term aims of *The Gender Agenda 2*. Each aim lists categories under which information is captured (BAWP website).

	British Association of Women in Policing Good Practice Document Framework
Aim 1	For the Police Service to demonstrate consistently that it values women in policing. ● mentoring ● development ● networks ● highlighting roles of women ● transgender issues ● recruitment
Aim 2	To achieve a gender, ethnicity, and sexual orientation balance across the rank and role, structure and specializations. ● public perception - marketing and recruitment ● training ● inflexible structures/processes ● core hours ● specialist units ● progression
Aim 3	To have a woman's voice in influential policy forums focusing on both internal and external service delivery ● female representation ● consultation - internally and externally
Aim 4	To develop an understanding of the competing demands in achieving a work/life balance and a successful career ● flexible working - all types ● women's health ● maternity issues ● family friendly policies
Aim 5	To have a working environment and equipment of the right quality and standards to enable women to do their jobs professionally. ● uniform and equipment, including maternity uniform ● working environment

A cursory review of the good practices posted on the BAWP website highlights that there is significant breadth of efforts undertaken, ranging from adding female representation to the agency's uniform and equipment group (Derbyshire), to establishing, implementing, monitoring, and evaluating a comprehensive pilot mentoring program for women, black and Asian officers (City of London) . The majority of practices reviewed are internally focused.

5.3 Geneva Centre for the Democratic Control of Armed Forces (DCAF), Switzerland
Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector

DCAF notes that while this guide can be used by other security sector institutions, it is particularly designed for use by police services, armed forces and justice sector institutions"(Bastick 2011 1).

This comprehensive self-assessment guide is designed to assist security sector institutions in assessing the level of gender sensitivity and responsiveness of their institutional and operational policies and practices, and provides tools they can use to develop, implement, monitor, and evaluate gender action plans. It reinforces the need to consider the distinct and different security and justice needs of men, women, boys and girls for whom they provide services, and to capitalize on the value the full and equal participation of men and women, in the police organization and in the community, brings to the development and provision of safety and security services.

The guide discusses advantages and disadvantages of internal and external assessments, and provides suggestions for building timelines. It then leads users through an eight step process for conducting an institutional self- assessment, collecting and analyzing information, creating an action plan, and monitoring and evaluating the plan's implementation. It supplements process information with sources of support and expertise, tips, and checklists to assist users in preparing for, and managing a gender audit.

The guide emphasizes that information gathered must then be carefully analyzed and a report of findings prepared before action planning can begin. It reinforces the usefulness of a statistical, evidence based research and analysis, and highlights the value of developing a summary of processes and descriptive information that can be used as a basis for comparison in the future. It also provides lists of additional resources for data collection, gender assessment of security sector institutions, on gender budgeting, and on action planning. Additionally, it provides examples of gender work plans, templates for gender self assessment reports, action plans, and information collection, and advice for conducting interviews.

The guide recommends   examination of gender responsiveness on 16 institutional and operational dimensions (Bastick 2011 17). The dimensions are grouped into six themes:

DCAF: 16 dimensions of gender responsiveness	
Institutional	**Operational**
Laws, policies and planning ● National, regional and international laws and standards ● Institutional policy, procedures, and coordination	Performance effectiveness ● Capacity and training ● Access to services ● Data on gender-related crime
Personnel ● Recruitment and selection ● Retention ● Assignments, deployment, promotion and remuneration ● Mentoring and support ● Infrastructure and equipment	Community Relations ● Public perceptions ● Cooperation and consultation with the public
Institutional culture ● Understanding of gender issues and relations between male and female personnel ● Leadership and public presentation	Accountability and oversight ● Complaints against security sector (police) personnel ● Internal and external oversight

Overview statements are presented for each dimension, followed by questions that must be addressed by all security sector institutions, followed by questions specifically for armed forces, police services, and justice sector institutions. Each segment concludes with suggested sources of information to assist in answering questions.

This assessment forms the foundation for discussion and planning, the development of baselines against which progress can be measured, and the development of a gender action plan with monitoring and evaluation components.

6. Police gender audits: The Canadian experience

Research did not identify any Canadian police organization positions devoted exclusively to gender issues and initiatives, however, a number of Canadian police agencies have diversity, equity, and human rights coordinators, teams, or management units. Responsibilities vary, but generally include:
● leading diversity and employment equity initiatives,

- ensuring the service provides members with a respectful, inclusive and equitable work environment free from harassment and discrimination,
- responding to human rights complaints, and
- ensuring the Service provides bias free service to the community.

Many Canadian police organizations include women as a designated group within their diversity efforts. However, a cursory review of initiatives described on organizational websites and in documentation provided shows that in the majority of cases, the primary focus of these units is on ethno-cultural diversity.

Research did not reveal any formal comprehensive organizational audits in Canadian policing that focus exclusively on gender. Significant diversity reviews that include a gender component have been documented by the Ontario Provincial Police (OPP), the Toronto Police Service (TPS), and the Ottawa Police Service (OPS). The TPS conducted separate employment system reviews for sworn and civilian staff in 2007 - 2008, that focused exclusively on TPS human resource systems. The OPP's *Destination Diversity: The Ontario Provincial Police Diversity Journey* (OPP 2011) describes steps taken to embed diversity in all policies and processes, build an inclusive workplace free from harassment and discrimination, reflect the communities served by the OPP, and develop responsive public safety programs through relationships with Ontario's diverse communities (OPP 2011 2). The OPS's 2005 workforce census, *Count me In*, provided the organization with a snapshot of its composition, including the ratio of women at all levels, and identified challenges members were dealing with. The study was designed to collect information about the OPS workforce to assist the Service in understanding how to best serve the needs of employees and the community (OPS 2005 1). All three of these assessments considered civilian and sworn women within the policing organization. An overview of the Toronto Police Service is included in section 7.1.1 and of the Ontario Provincial Police is included in section 5.1. Although they include significant components focused on increasing female representation, they also include identification, assessment and action on other issues.

6.1   Gender sensitive policing practices: especially pertaining to violence against women

In Canada considerable work has been done over the past 35 years to focus attention on delivering policing services to meet the needs of women and men who are victims of violence. For example:

- Fredericton Police Force has worked with the Muriel McQueen Ferguson Centre for Family Violence Research at the University of New Brunswick to conduct research and develop a comprehensive train the trainer program and supporting manual titled *Understanding the Impact of Intimate Partner Violence: Helping Police Officers to Better Intervene*. The program comprised of five modules, incorporates components on cultural and same gender considerations, as well as impact considerations, investigative practices, and impacts of intimate partner violence on police officers. The Fredericton Police force has also developed an organizational policy on the subject. They report that the program has opened doors to frank discussion, has enabled officers to bring up violence related issues in the workplace, and has permitted the organization to take proactive action.

- Mission, BC RCMP developed an integrated response to domestic violence with local service providers and the Crown that makes the victim and the victim's family safety the highest priority.

- Niagara Region (police sexual assault centre, Crown's office, and forensic medical sexual assault examiners) has developed an integrated sexual assault response protocol that includes an option for sexual assault victims to report sex crimes anonymously if they choose. They report that collecting information using this option permits early crime trend identification, and enables proactive responses.

- Sexual Assault Centre of Edmonton, the Edmonton Police Service, and a local immigrant centre have partnered to provide immigrant women, who wish to speak with police or report an incident to the police, with the option of doing so safely by meeting police at the immigrant centre.

- Canadian police agencies have a zero tolerance policy that requires them to take action if domestic violence is reported to them.

Australian policing has taken similar steps. For example, in 2009 the Force implemented the *Living Free from Violence - Upholding the Right: Victoria Police Strategy to Reduce Violence Against Women and Children 2009 - 2014* with a commitment to ensuring 32 action items identified are realized (Victoria Police 2011, 40). Objectives include more effective response and investigation, taking a leadership role in driving integrated service delivery, reducing risk through early intervention and prevention, and increasing member understanding of violence against women and children to provide appropriate police response. The document includes performance measures against which progress on each objective will be assessed (Victoria Police, 2011).

Considerably fewer examples of operationally focused gender sensitive policing policies and practices were identified in Canada or abroad. With the exception of mandated requirements in the UK that all government departments and agencies, including policing, consider and report on the impact new or modified policies, practices, and activities have on designated groups (Section 5.1.2), there was no information located on any other considerations or assessments of the impact policing policies, practices, and activities have on gender. Canadian examples identified include:

- all Canadian police agencies have policies in place that specify that body searches of arrested persons will be conducted by someone of the same gender

- police agencies and communities are ensuring more balanced gender representation on police governance boards, policing advisory committees and in community safety and security activities

- a number of police executives utilize community advisory committees to assist in identifying and addressing issues of concern. The majority of the advisory committees identified focused on diversity generally or more explicitly, on ethno-cultural groups, rather than on gender.

In the United Kingdom, the Surrey Police Directorate has a team of 18 Lesbian and Gay Liaison (LAGLO) officers who have specialist knowledge and training surrounding the LGBT community and their issues

(Surrey Police website). LAGLOs work closely with the LGBT community and can provide advice, support and assistance to victims and witnesses affected by homophobic incidents and crimes.

7. Gender audits focused on increasing women's representation in policing

Although women have been serving as police officers in Canada for over 30 years, only 20% of Canadian police officers are women (Police Sector Council 2009). Balancing the gender composition of the workforce and addressing the underrepresentation of women, especially at mid and senior level management in policing are challenges faced by many organizations. A cursory review of police organization websites and annual reports show that many continue to make increasing diversity within their organizations a priority. Documented research shows that significant efforts are being committed to recruiting and retaining women, and to developing work options that promote well being and work life balance.

A cursory review of literature and police websites highlights that police organizations in developing, post-conflict, and developed countries around the world are challenged with the same issue. Some successes have been achieved. Several examples from developed countries are included below.

7.1 Canada

7.1.1 Toronto Police Service
Employment Systems Review

In 2008, the Toronto Police Service (TPS) conducted employment systems review of human resource policies, procedures, and practices for police officers and civilian staff in the TPS. These reviews included an examination of barriers in employment system policies, procedures and practices, and to what extent the identified barriers adversely impact designated groups, defined as Aboriginal, persons with disabilities, racial minorities, lesbian/gay/bisexual/transgendered, and women (Toronto Police Service 2008 (Sworn) p.8, and (Civilian) p.6). The study includes recommendations to remove identified barriers and improve employment systems. Gender was an important component of the review.   The review for police officers consisted of four parts:

1. a document review - to identify barriers formally embedded in policies and procedures, including an assessment of whether the policy or procedure contained a gender bias.
2. environmental scan of police officers and their views on employment systems,
3. two hour interviews with 20 police officers of different ranks,
4. twelve focus groups, including one for women, and one for lesbian, gay, bisexual, and transgendered persons. Each group discussed recruitment, selection, hiring, job movement, training, development, retention, termination, accommodation, working conditions, and corporate culture, and were asked to provide recommendations for improvements.

The review for civilian staff included the same processes and added and e-mail communications component.

Examples of issues that emerged for police officers included:

- racial diversity was prominently featured on the TPS website, but only a limited number of images portrayed females, aboriginals or persons with disabilities.
- women were viewed by some as less than physically able to do some police functions
- some current police clothing and equipment did not consider needs of both genders
- with high priority given to recruiting and hiring women and racial minorities, and the special coaching and mentoring sessions provided for them, the study shows there is growing resentment that these groups are given special treatment, and that this is disadvantaging white male officers
- 67.5% of women survey respondents disagreed with the statement "transfer to specialized units is based on qualifications, experience and merit of eligible applicants".

The report on police officers concludes with short, intermediate, and long term recommendations, including:

- an enriched work/family balance program be developed in consultation with police officers at all ranks, units, and divisions.
- a clear set of policies and procedures regarding internal job transfers be developed and implemented.
- diversity management be incorporated as one of the key components of senior officer and supervisor performance reviews.
- the elimination of questions on absenteeism, overtime, and shift work in interviews.
- hiring conditions such as job share, reduced work hours, and time limited shift work be provided for new employees.

Examples of issues raised by civilian employees included:

- perception that the reliance on internal recruitment over external recruitment slows down the progression of representation
- discrepancies in compensation and benefits between sworn officers and civilians are seen as unfair.
- rigid work arrangements and stress have some impact on most entry level jobs in a number of areas
- uniform members have rules and privileges that differ from civilian staff in areas ranging from on the job training to promotion and succession management.

Recommendations for civilian employees focused on:

- the need for more open and inclusive recruiting, selection, and hiring.

- expansion and increased inclusivity of promotion, training, and development opportunities, and greater opportunities for transfer.
- more flexible termination and retention programs and a greater focus on human rights.
- more streamlined and centralized accommodation.
- improvements needed to make work environment healthier, more inclusive and less dichotomized.

7.1.2 Atlantic Women in Law Enforcement and Fredericton Police Force, New Brunswick

The Fredericton Police Force, a small agency of 117 officers, identified that females were not self-identifying for promotion and that they did not have a mentoring or succession management policy in place to support women and men. To encourage women to participate in promotion processes and to assist them in developing competence and confidence, the Force committed to implementing practices to ensure women are equally considered for training opportunities. The Force has added a separate budget line item to ensure female and other diverse representation to attend local and online training, and to send one woman annually to the International Association of Women in Policing conference. Those commitments are supplemented by participation with the Atlantic Women in Law Enforcement to raise funds for additional police officers to attend the International Association of Women Police Training Conference[1]. Fundraising activities, including hot lunches and barbeques are well attended by women and men and have enabled 6-8 additional women each year to attend the International Association of Women in Policing conference.

Other organizations and divisions of organizations have conducted internal surveys and held workshops to identify and address gender related issues. Some have established a Women's Advisory Committee to advise the executive officer on divisional issues. Examples include:

7.1.3 RCMP E Division (British Columbia)
Divisional Diversity Strategy Office

"E" Division has been recognized for several gender related initiatives they have developed and implemented. They have established a Divisional Diversity Strategy Office. They have developed a Women's Advisory Committee, made up of female employees, who act in an advisory capacity to the executive officer on divisional issues identified through questionnaires and follow-up workshops. The questionnaires have been used to gauge differences between districts in the Divisions and identify needs and issues unique to specific areas. For example, respondents from geographically isolated districts highlighted the need for increased linkages with others in the Division, and for mentoring programs that could be tailored for their unique work environments. Information gathered in the questionnaires is used to inform workshop discussions.

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[1] To date no men have applied to participate at this event.

Significant value is placed on the face to face workshops as they have permitted identification of issues not raised in the pre-workshop questionnaires and have permitted members to raise issues of concern in a safe environment. For example, several male participants revealed, for the first time, that they face some of the same challenges as females. These revelations prompted the development of a broader, employment equity advisory committee to the commanding officer.

Women identified a need for professional development days tailored specifically for women on topics ranging from improving work-life balance to developing mentoring programs to enhance their professional competencies. Explorations are underway to develop mechanisms that permit easy and timely access to mentors qualified to address these individual needs.

The Division is currently conducting a series of focus groups with members on gender based harassment, with the objective of using findings as the foundation for the development of proactive strategies that support a respectful work environment.

7.1.4   RCMP K Division, Alberta
Women's Advisory Committee

In 2009, K Division Women's Advisory Committee distributed a survey to all members in K Division to identify issues of concern. 98% of survey respondents were female; 2% of respondents were male. The three issues respondents identified as being relevant to them were discrimination and/or harassment in the workplace, advancement opportunities, and parental issues.   The Women's Advisory Committee followed up in 2010 by bringing together 50 women officers from across Alberta to a workshop on mentoring and networking, and continues to work on identified issues.

7.1.5   Royal Newfoundland Constabulary, Newfoundland and Labrador

 In 2004 women officers comprised 6% of the total officer cadre of the Royal Newfoundland Constabulary (RNC). The considerable efforts devoted to attracting women are credited with increasing the proportion of women officers to 20% of the membership and to increasing numbers of females entering recruit training. 42% of the upcoming recruit training class are women.

 In 2006 the RNC surveyed members to identify challenges and determine why females were not competing for promotion. Responses indicated that many women were happy in their present positions and were not interested in applying for other positions; others indicated that moving to a different shift schedule would present child care challenges; others indicated that expectations and criteria for promotion were not clearly identified. The RNC responded by working with the union to develop a *respectful workplace* policy and developed clear competency and qualifications criteria for promotion

7.2   USA

7.2.1   Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)
        Contemporary Approach to Federal Law Enforcement: A Comprehensive Recruitment Strategy
        for Women Special Agents

In response to Women in Federal Law Enforcement (WIFLE) surveys that indicated over half of respondents had experienced sexual harassment in their agency, and that identified negative attitudes of male colleagues and work life issues as the biggest challenges they were facing, a project was initiated by the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) to examine "barriers that can inadvertently discourage women from a career in law enforcement and/or contribute to unsuccessful recruitment, hiring, and retention efforts" (US Department of Justice 3). The assessment was based, in part, on the National Center for Women and Policing *Recruiting and Retaining Women: a Self - Assessment Guide for Law Enforcement* (Harrington, 2003).

The project included a review of the status of women in the ATF, assessed the value that women bring to the profession, identifies challenges and barriers to ATF's recruiting, hiring, training and talent management processes, highlights cultural issues and provides strategic recommendations for increasing the number of female applicants and retaining women in the ATF. Based on findings, twenty three significant recommendations were presented to senior management. Twenty one recommendations have been implemented. The researcher credits the success of the initiative to the member in charge of the Academy who was willing to examine the issues and champion required changes. Examples of outcomes include:

1.   Research focused on determining where and why women were dropping out of the recruiting and new agent training process revealed that women were failing to qualify in firearms training at a rate five times higher than men. Technical experts were brought in to examine the reasons for failure and to identify alternatives to improve qualification rates. The experts recommended remedial training, a switch to shorter triggers and a variety of firearm grips to accommodate different hand sizes, and replacing standard firearms with firearms more compatible with the user. Not a single female has failed to qualify since these changes were implemented.

2.   Research also showed that women were less likely than men to pass fitness and tactical testing. The biggest barrier identified to passing was a requirement to be able to scale a 6 foot wall. At the time of the review the majority of federal government law enforcement agencies used a gender and age normed physical efficiency test (PET). The ATF had added additional requirements, including the requirement that applicants be able to scale a six foot wall. Further research determined that this test was not job relevant, and that the requirement was in opposition to what was being taught in the Academy, namely that members should never jump a wall when they did not know what was on the other side. The requirement has been rescinded. However, there has been a hiring freeze on since this order, so the impact of the new policy has not been established.

7.2.2 Madison Police Department, Wisconsin, USA

The Madison Police Department's Chief is publically committed to building a police department that is reflective of the community. 34% of the Department's officers are female. The Chief and his willingness to listen and implement policies and practices based on what members tell him, is credited for maintaining this level of female employees. The Department conducts regular membership surveys on issues of interest. The two surveys conducted in 2011 focused on leadership and building trust. Analysts watch for gender differences in responses. If a gender difference is identified a follow-up survey is conducted to determine the cause of the difference. The Chief then creates a *listening session* to get face to face input from members on how the problem can be corrected. Policy and practice changes are implemented based on findings from these discussions. The Department also conducts ongoing policy reviews, with a view to determining if the policy has negative impacts and implications for women and men in the organization. Again, if yes, *listening sessions* are created to identify strategies to resolve the issue.

The Chief has vowed to, at minimum, to maintaining the current percentage of females, and has allocated funds specifically for recruiting women. The agency's recruiting unit has developed targeted recruiting strategies ranging from targeting communities with high unemployment to writing letters to every collegiate woman's sports coach highlighting the benefits of working for the police department. They report significant increase in applications from these sources, and have been able to hire both students and coaches as police officers. A senior female officer interviewed indicated that the organization now has a reputation for being gender friendly, and has many women applying and being accepted for positions in the Department. Recent classes have had over 50% female candidates.

7.2.3 The Albuquerque Police Department, New Mexico (USA)
Self-Assessment of Recruitment and Retention of Women[2]

In 1995 the number of female applicants to the Albuquerque Police Department (APD) was dwindling. In response, the APD initiated the New Workplace for Women project. The APD began by conducting an institutional needs assessment and self evaluation, using the self-assessment guide developed by the National Center for Women & Policing and the National Institute for Women in Trades, Technology and Sciences (Harrington 2003).

The needs assessment comprised three elements:
- assessing the APD's readiness to integrate women into what traditionally had been male jobs by means of interviews with key stakeholders, anonymous surveys of female and male officers; focus groups, reviews of policies and procedures, examination of statistical information and consideration of equipment, uniforms, bathrooms, and changing facilities,
- developing a leadership team and involving key stakeholders to support the recruitment of women

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[2] excerpted from DCAF Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector, p. 15

- building support for the New Workplace for Women initiative within the APD by means of presentations in staff meetings, newsletters and other internal communications, one-to-one discussions, and focus groups.

The APD followed up the needs assessment with a self evaluation focused on:
- how are you recruiting? Are you doing active recruitment?
- what messages are you sending? Is your recruitment brochure reflecting that women are welcome?
- do your retention rates differ in terms of gender and race?
- does your sexual harassment policy and practice identify behaviours that are not tolerated in your organization?
- what are your child care family leave, and pregnancy policies?
- does your department provide or have access to appropriate equipment and uniforms for women?

The self evaluation revealed that applicants from certain racial and gender groups were disproportionately lost during the application process, and that advertising and outreach activities failed to target under-represented groups including women.

The National Institute for Women in Trades, Technology and Sciences created a report and action plan based on the self assessment findings. The New Workplace for Women project focused on increasing women's access to employment in the APD through a fairer selection process; advertising and outreach campaigns that targeted women; internal policies to take into consideration more effectively women's particular needs, such as access to child care and appropriate uniforms, and initiatives to prevent sexual harassment.

Two years after commencing the New Workplace for Women project, the proportion of female recruits in the academy had risen from 10% to 25%, and female retention rates had increased to levels comparable to those of men.

7.3 Australia

7.3.1 Victoria Police

The percentage of women employed full time in the Victoria Police in the late 1990s was consistently 13-16%. In 1999, this was the smallest representation of women officers in all Australian police forces. At the same time, women's resignation rates were higher than men's and cases of gender and racial discrimination and sexual harassment in the Force were reported in the media. Christine Nixon was appointed as the new Police Commissioner in 2001. She immediately began focusing on increasing diversity in the Force, and in her first year introduced over 30 change projects to address Force issues (Metz & Kulik 2008).

Formal and informal workforce and community consultation and research on gender issues commenced on multiple fronts. In addition to formal research, Force executives were assigned to shifts in police stations to establish bonds with line officers and develop an understanding of issues faced on the front line. Over 40 project teams made 293 recommendations for improvement between 2002 and 2004.

Examples of diversity and equity related projects included:

- A discussion paper on a 5 year plan for managing diversity and respecting individuality prepared, and plan implemented.
- Recruitment Support Network program implemented - focused on equity and diversity concerns female and male recruits may experience.
- Gay and Lesbian Liaison Office Network Project piloted, evaluated and established.
- Women's Consultative Network piloted, evaluated and commenced - to assist Victoria Police to achieve excellence by realizing the potential of women through maximizing opportunities, removing barriers, and valuing diversity. Networks established throughout the organization.
- Two tiered, multi-faceted training diversity and equity training program for recruits, constables, managers, and front line supervisors commenced.
- Leading Senior Constables Working Party introduced - to act as mentors and provide leadership to constables and senior constables.
- Employee Chid Care Needs Project - identified child care support options; initiated "Keep in Touch" program for employees on parental leave and development of the "Child Care Information Kit".
- Flexible work arrangements project - one project commenced in collaboration with University of Melbourne, identified barriers and biases faced by female officers and assigned recommendations to the Human Resource Department for implementation. A second project explored and made recommendations relating to policy issues associated with part-time employment. Recommendations were implemented.
- Attraction and retention strategy was developed - work continued in collaboration with Monash University on identifying gender and cultural bias and discrimination in recruitment and retention policies and practices.
- Team Leadership Program implemented - two day workshop focused on facilitating change in the workplace, and on developing people and leadership skills.
- Community and Cultural Division established; manager of equity and diversity added; a non-white male and a female were appointed as director and assistant director of human resources.

After extensive consultation the Force introduced six values (integrity, leadership, flexibility, respect, support and professionalism) and articulated behaviours (p. 380) that reflected those values, and moved to measuring Individual performance based on the values of the organization.

By 2005 the representation of women had increased to 19.3% of all sworn members and 16.5% of full time sworn members, and the attrition rate of 2.3% was the lowest in ten years. The satisfaction of the public with police was higher than in any other state in Australia.

Commissioner Nixon left the Force in 2009. Her successor has evidently continued efforts to increase the representation of women on the Force. The 2010-2011 Annual Report of the Victoria Police Force notes that 24.6% of police officers and 26.6% of recruits are women (Victoria Police 2011, p. 64).

7.4   United Kingdom

7.4.1   Surrey Police Diversity Directorate
Gender Equality Scheme 2007-2010

The Surrey Police Diversity Directorate *Gender Equality Scheme 2007 - 2010* (Surrey Police 2007) highlights the foundational work and monitoring systems established to implement and evaluate the Surrey Police Gender Action Plan. Information gathering and consultation included: a survey and workshops conducted on representation with female and male detective officers, surveys and workshops conducted with the Surrey Women Officer's Association, fear of crime survey in the community, a neighbourhood policing survey, a survey of Surrey Police staff, East Surrey Division gender workshops, and work from the representation group (2006-2007).

The Scheme outlines ongoing monitoring and evaluation to be coordinated by the Diversity Directorate, and overseen by a broadly based Diversity Program Board chaired by the Deputy Chief. The Board is comprised of a broad group of persons. It includes the chairs of the Community Engagement Panel, the Force Independent Advisory Group, the Surrey Police Federation (union), the Surrey Black Police Association, Surrey Women Association, Spectrum (lesbian and gay) Association, Surrey Police Superintendents Association, Surrey Police Ability Network, the heads of Corporate Communications and the Diversity Directorate, and the Directors of Finance and Human Resources (Surrey 2007 18).

The Board is charged with ensuring that the Gender Equality Scheme and the Gender Action Plan:
- promote trust, confidence and equality in policing;
- ensure the Force is effectively implementing legislation and external recommendations;
- sets the strategic direction for the Surrey Police Diversity Programme;
  and that
- adequate budget and resources are available to enable delivery of the agreed priorities;
- delivery is consistent across the Force;
- an effective communication strategy is in place;
- evaluation is based on measurement to promote confidence in the Force and the community; and
- risk is appropriately assessed and quality is assured.

The document also includes commitments to assessing functions and policies for relevance to gender equality and conducting full equality impact assessments for medium and high risk policies.

8.   Gender auditing tools

This section provides an overview of additional gender auditing guides and supporting tools. It includes information on gender auditing guides and support specific to policing and non-specific to policing, and concludes with an overview of the Scottish government's equality impact assessment tool.

8.1   Gender assessment guides specific to policing

In addition to the DCAF guide, several other police gender assessment guides were reviewed and are presented here. The OSCE's *Integrating a Gender Approach into Police Public Partnership Projects* (OSCE 2009) is more narrowly focused on gender considerations for the development of community policing initiatives than the DCAF guide. The UNODC *Gender in the Criminal Justice System Assessment Tool* (UNODC 2006) focuses on gender sensitive police response to gender based crimes. Processes recommended in both are sound, and questions posed prompt consideration of important gender related issues that must be considered if police want to work cooperatively with community partners. Both guides are part of a comprehensive suite of tools designed primarily for policing in international development contexts.

The segment concludes with an overview of *Recruiting and Retaining Women: A Self - Assessment Guide for Law Enforcement,* developed by the National Center for Women and Policing in 2003 (Harrington 2003).

8.1.1   Organization for Safety and Security Cooperation in Europe (OSCE)
Integrating a Gender Approach into Police Public Partnership Projects (2009)

The Organization for Safety and Security Cooperation in Europe (OSCE) Integrating a Gender Approach into Police Public Partnership Projects focuses on mainstreaming gender in community policing projects by ensuring that equal access to police is provided for women and men, that all persons are reached by police services, and that women and men have equal opportunity to participate with police to provide safety and security services. They outline a five step process that should be followed to ensure gender is adequately integrated into community policing activities (OSCE 2009 9-20).

OSCE Police Public Partnerships Gender Assessment Approach	
Steps	**Key considerations**
1. gender sensitive situation analysis and needs assessment	• Consider gender specific activities, conditions and concerns of women and men
2. gender responsive project planning	• Consider gender when developing objectives, activities, and outputs • Ensure sufficient resources, expertise and training for staff and partners
3. gender sensitive set-up of the project structure	• Gender mainstreaming is not one person's responsibility; all team members must be involved • Consider gender balance in steering board, community advisory boards
4. gender responsive project implementation	• Consider gender representation and input at conferences, meetings, workshops, training • Communicate regularly to seek feedback and ensure gender issues are raised and addressed • Plan for communications, advocacy, and reporting
5. gender responsive monitoring and evaluation	• Ensure indicators developed are gender sensitive • Measure to what extent project results have contributed to gender equality

Key questions to be considered are included in each segment.   Also included are examples of how an issue may be perceived differently by women and men. For example, in an Azerbaijan needs assessment workshop women identified their key security concerns as domestic violence and sexual assault of children; men's key security concerns revolved around access to legal rights and sexual abuse of boys (OSCE 2009 11).

8.1.2   United Nations Office on Drugs and Crime
Gender in the Criminal Justice System Assessment Tool

This tool is part of a larger suite of tools in the UNODC Criminal Justice Assessment Toolkit (UNODC 2006). Chapter 4 of the tool is specific to policing. It presents a series of questions to assist in assessing and developing gender sensitive police responses to gender based crimes. Areas of focus include:
   • police policies, processes and supports for investigating gender based crimes;

- access to services for women;
- selection, training and support of responding and investigating police officers, including gender sensitization training;
- consideration of unique requirements of women, including cultural considerations;
- community supports;
- crime prevention; and
- integrity and accountability of police, including complaints and disciplinary systems.

The tool also presents a series of questions focused on the representation of women in policing organizations.

8.1.3 United Nations Peacekeeping Police (UNPOL)

The *UN Police Gender Toolkit*, currently being finalized, is being developed with a focus on " assisting host-state police in developing and implementing gender policies, assisting in setting up specialized police units on sexual and gender-based violence, mentoring on investigations of sexual and gender-based violence and collaborating effectively with referral services (UNPOL website).

8.1.4 National Center for Women and Policing (NCWP)
Recruiting and Retaining Women: A Self - Assessment Guide for Law Enforcement

This "comprehensive step by step manual enables law enforcement executives to systematically audit their policies and practices on recruiting, hiring, testing, selection, training, promotion and assignments, and to assess their policies on sexual harassment and pregnancy, identify obstacles and implement solutions" (Harrington 2003 16)

The guide focuses on internal, human resource related dimensions. These include:

- the advantages of hiring and retaining more women;
- assessing the law enforcement;
- developing a job description;
- recruiting quality candidates;
- removing obstacles to the selection process;
- designing quality recruit academies and filed training programs;
- mentoring to increase retention;
- valuing civilian employees;
- implementing family-friendly policies;
- monitoring performance evaluation;
- preventing sexual and gender harassment, discrimination, and retaliation;

- ensuring impartial internal investigation and discipline systems; and
- Developing effective awards and recognition programs.

Each chapter contains a discussion of the most common related problems found in policing, identifies legal issues that should be considered and reviewed, possible solutions, model policies and practices, references and resources, and a checklist that provides an overview of the steps involved at each stage of the self-assessment process.

The chapter on assessment acknowledges that assessment processes will vary based on the size of an agency and the resources available to them to conduct an assessment. It offers recommendations on assessment processes for medium-large size agencies, and smaller agencies.

Agencies that have conducted assessments using this guide and have implemented changes as a result of their assessment include Los Angeles County Sheriff's Office, California; Albuquerque, New Mexico; and San Jose, California.

8.2   Gender audit guides non-specific to policing

A number of gender audits identified focus on broader community, government, and governance development initiatives. There are similarities in many of the processes used to conduct audits, and the dimensions analyzed within the audits, to those found in the police specific audits, especially as they relate to human resource management. They contain areas of analysis, and questions to be considered which may or may not apply in the individual policing context. Summaries are presented here for comparison with police specific processes, and to spur thought and consideration of broader gender related issues. A more in depth review of the International Labour Organization's (ILO) audit guide follows. The segment concludes with an overview of the *Departmental Action Plan on Gender-Based Analysis* Status of Women Canada, the Privy Council Office and the Treasury Board Secretariat.

8.2.1   United Nations Development Program (UNDP)
Gender Mainstreaming in Practice: A Toolkit

This toolkit is designed to guide non-gender experts on the identification of gender related needs and implementation of gender mainstreaming practices. The UNDP website notes that the toolkit is "relevant to practitioners engaged in public policy and development in any country", and that it is specifically directed at practitioners in southern and eastern Europe (UNDP website).

8.2.2   UK Department for International Development
An Introduction to Gender Audit Methodology: Its design and implementation in DFID Malawi

This working paper (Moser 2005) describes a methodology used to assess policies, strategies and activities to implement DFID's gender mainstreaming strategy in Malawi.   It includes challenges encountered in conducting research (p 20), developing measurement indicators (p22), and overcoming resistance to implementation (p 24)

8.2.3   International Labour Organization (ILO)
A Manual for Gender Audit Facilitators: ILO Participatory Gender Audit Methodology

The ILO is a recognized, international organization that oversees labour standard. It has an entire Bureau dedicated to gender equality (ILO website). The International Labour Organization Bureau for Gender Equality's primary focus is to promote opportunities for men and women to obtain decent and productive work in conditions of freedom, equity, security and human dignity" (ILO 2007 8). They define a participatory gender audit as a social audit which considers "whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed"(ILO 2007 2).

The ILO's *Manual for Gender Audit Facilitators: ILO Participatory Gender audit Methodology* (ILO 2007) is a comprehensive guide that has been used to conduct gender audits in the ILO, a national audit in Sri Lanka ILO constituents, the International Confederation of Trade Unions, and UN agencies in Zimbabwe and Mozambique. All organizations participating in the audits reported outcomes including increased capacity to institutionalize gender equality in programs and processes.

The ILO recommends audit methodology recommends analysis of twelve key areas, reflecting both institutional and operational considerations (ILO 2007 14).   Guiding questions are included in each area to assist facilitators in eliciting important information.

ILO Twelve key areas of gender audit analysis	
A	Current national/international gender issues and gender debate affecting the audited unit; and the unit's interaction with national gender machineries and women's organizations.
B	Organization's mainstreamed strategy on gender equality as reflected in the work unit's objectives, programme, and budget
C	Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities
D	Existing gender expertise and strategy for building gender competence
E	Information and knowledge management
F	Systems and instruments in use for monitoring and evaluation
G	Choice of partner organizations

H	Products and public image
I	Decision-making on gender mainstreaming
J	Staffing and human resources
K	Organizational culture
L	Perception of achievement on gender equality

8.2.4   Status of Women Canada, Privy Council Office, Treasury Board Secretariat
Departmental Action Plan on Gender-Based Analysis

Status of Women Canada, the Treasury Board of Canada Secretariat and the Privy Council Office created the *Departmental Action Plan on Gender-Based Analysis* (Status of Women Canada, Privy Council Office, Treasury Board Secretariat 2009) in autumn 2009, in response to an audit conducted by the Auditor General of Canada on the practice of gender-based analysis in the federal government that spring (Office of the Auditor General of Canada 2009).

The Action Plan provides the structure for departments and agencies to make GBA+ a sustainable practice. Two main areas for departmental action are included:
- To build GBA+ organizational capacity by implementing a GBA+ Framework.
- To routinely apply GBA+ to programs, policies and legislation.

Status of Women Canada has two documents that provide a summary of gender-based analysis and related federal roles and responsibilities (Status of Women Canada 2011b), as well as a document to explain the different elements to outlined in the *Action Plan* to enhance organizational capacity (Status of Women Canada 2011a).

8.2.5   Government of Scotland, Human Rights Commission
Equality Impact Assessment Tool

The *Equality Act 2010 (Statutory Duties) (Scotland) Regulations 2011*, Sec. 5 imposes a duty on listed authorities, including police to assess the impacts of new or amended policies and practices have on persons with protected characteristics defined in Sect 149(1) of the *Equality Act*, and in Sec. 4 imposes a duty on those authorities to publish a report on actions taken and progress being made every two years (*Scotland Equality Act Regulations* Sec. 4 & Sec. 5). Protected characteristics defined in the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation (Scotland 2010, Sec. 149(1)).

The *Equality Impact Assessment Tool* (Scotland Human Rights Commission 2011) reinforces that any policy that affects people must be accompanied by an equality impact assessment. If the decision is that

the initiative does not affect people, that decision must be signed off and forwarded to the Division or Directorate level for final authorization.

The tool requires that users consider four areas (Scotland Human Rights Commission 2011 55):

1. Policy – a clear definition of the policy and its aims;
2. Collecting evidence and engagement with equality groups;
3. Differential Impact – reaching an informed decision on whether or not there is a differential impact on equality groups, at what level and what will be done to address any adverse impact;
4. Measuring outcomes – stating how the policy will be monitored and evaluated to ensure that the expected outcomes for all groups continue to be achieved.

The tool provides a 10 step process to be followed (Scotland Human Rights Commission 2011 55):

Scottish Government Equality Impact Assessment Process	
Step 1	Define the aims of your policy.
Step 2	What do you already know about the diverse needs and/or experiences of your target audience?
Step 3	What else do you need to know to help you understand the diverse needs and/or experiences of your target audience?
Step 4	What does the information you have tell you about how this policy might impact positively or negatively on the different groups within the target audience?
Step 5	Will you be making any changes to your policy?
Step 6	Does your policy provide the opportunity to promote equality of opportunity or good relations?
Step 7	Based on the work you have done – rate the level of relevance of your policy – HIGH, MEDIUM OR LOW
Step 8	Do you need to carry out a further impact assessment?
Step 9	Please explain how you will monitor and evaluate this policy to measure progress
Step 10	Sign off and publish impact assessment

Included in each step are questions to be asked and considered, tips on information gathering, database development, action planning, and policy implementation, monitoring and evaluation, and communications.

Completed assessments are required to be posted to the Government of Scotland website [3]

A number of British and Scottish police agency equality impact assessments reviewed online included a focus on diversity, however, further research revealed that many of these initiatives focused on increasing engagement or services for ethnic, age specific (youth or elderly), disabled, LGBT, or religious groups rather than on providing services for women.

Several British and Scottish police agencies have included operational gender considerations in their Equity and Diversity Action Plans. For example, the Staffordshire Police (UK) *2010 Equity and Diversity Action Plan* (Staffordshire 2010 2) included a commitment to ensuring successful engagement with diverse communities using locally defined methods. The report notes that these methods are to be reflected in local community engagement plans. Divisional diversity panels are to include development and progression of community engagement plans as a standing item in order to help drive the action through to completion. The update section of the report notes that "Community Engagement is embedded into local policing plans", but provides no further information on the nature of, or outcome of that engagement.

9.   Concluding Comments

This study revealed that there have been very few formal gender audits conducted in policing in developed countries. Most Canadian police organizations currently have a priority focus on diversity with gender incorporated as one of the characteristics that must be considered, rather than gender as the primary focus of attention. Most of the police organizational gender studies identified focused on recruiting and retention of women in the organization. Fewer audits focused attention on capturing information on how organizational cultural related to gender.

Operationally, in Canada, considerable work has been done over the past 35 years to focus attention on delivering policing services to meet the needs of women and men who are victims of violence. There is virtually no documented information available on how much and what kind of attention has been paid to determining, monitoring and evaluating the impact of policies, processes, practices, and activities on gender, and to incorporating gender considerations more broadly into service delivery.

Many organizations have taken steps toward promoting the full and equal participation of women and men in policing. However, the bulk of gender related research, assessments, and initiatives have, with the exception of UK government's national gender related initiatives, the Victoria Police organizational gender related strategies in 2002 - 2009, and the noted Ontario Provincial Police, Toronto Police Service,

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[3] Information could not be located. Response received to request indicated that impact assessments are not currently available due to a software issues, but that the government is working to restore the assessments as soon as possible.

Ottawa Police Service, and the Albuquerque Police Department initiatives, been piece meal and loosely structured. Evaluation has been focused on quantitative assessment, generally on changes in the percentage of women entering, or in the organization's workforce.

All police organizations reviewed espouse equity and equality in their goal and value statements. However, few, if any in North America have a documented strategic approach to gender action planning, implementation, and evaluation. Regardless of the amount of work an organization has done to ensure its policies, processes, practices and activities are gender sensitive, a gender audit can be a useful tool that can help to identify what is and isn't working; gaps and shortcomings that require attention and action; and can provide baseline information that can assist an organizations in gauging how well they are doing as they move to towards becoming a more gender responsive organization.

The journey toward that goal begins before a gender audit is undertaken, with an examination of the organization's readiness to pursue gender-based analysis. If an organization is not able or willing to commit to incorporating a gender impact approach to policy and practice development, a gender audit will have limited value. Conducting a gender audit, analyzing the results, and embedding gender sensitivity and responsiveness into organizational policy and practice is not an easy or fast process. The experiences and guides presented in this paper highlight the significant effort and commitment required to build and enhance gender mainstreaming efforts.

Although the guides examined recommend audit processes that vary somewhat, all emphasize that the following steps are critical:
1. clarifying the goal and defining expectations of what the organization wishes to achieve,
2. taking time to analyze the current situation, and working through the benefits and risks of conducting and audit and , if the decision is to move forward with an assessment, building a plan that clearly defines who will conduct the assessment, how it will be conducted, objectives, timelines, responsibilities, and costs,
3. tailoring the assessment process for the intended work to ensure that the end product will provide the information being sought,
4. conducting the assessment, including collecting and analyzing the collected material, and preparing a report with recommendations,
5. developing an action plan that includes monitoring and evaluation criteria, and
6. monitoring progress, and making adjustments to ensure currency.

Several of the guides reviewed stress the importance of employee and community participation in conducting the research as a method to create buy in to the process, and to build greater understanding and appreciation of the issues.

Another variation between the guides are the dimensions on which the gender assessment can be conducted. What is assessed, and the questions that need to guide the assessment are very much dependent on the goals set for the audit. In general, the more questions that can be answered, the

better the quality of the assessment, and the more foundational information is available for assessment and consideration in developing action plans and strategies.

The journey does not stop when an assessment has been completed and the results analyzed. Assessments are but a snapshot of an institution's gender responsiveness at a particular point in time. An audit is the foundation on which an organization's gender action plan is built. To be relevant and useful it must be a living document that is monitored and regularly updated.

Mechanisms must be developed to ensure progress can be measured and compared against baseline information. Progress must be carefully monitored and policies and practices adjusted as the environment and organizational needs change. Integrating gender sensitivity into "the way we do business" is essential for success. It requires ongoing assessment of the impact policies, practices and initiatives have on men and women in the organization and in the community.

Documenting learning and experiences is important. Communication and information sharing about progress, successes, and lessons learned is a crucial building block for successful practice. This project highlighted the scarcity of information about gender audits and the implementation and assessment of gender sensitive policies and practices in police organizations. Supplementary interviews brought to light great work that has been done in this area. Sharing that information is important to our collective success.

Strong, committed leaders are critical to success. The UK, ATF, OPP, Madison Police Department, and the Victoria Police examples all reinforce that the changes could not have been made and integrated as sustainable practice without strong leaders who are willing to spearhead these efforts. However, leadership and commitment are insufficient to guarantee success. Gender action planning, monitoring and revision must be aligned with the organization's strategic priorities, and incorporated into the institution's management and strategic planning and reporting cycles. Commitment must be supported and reinforced by funding and resourcing.

There is a business case to be made for becoming more gender responsive. Being conscious of, and actively examining the potential positive and negative impacts of policies, processes, structures, and activities on gender can assist police organizations in becoming more efficient and effective in their management, operations, and service delivery. That is the key message that must be shared. Organizational excellence and gender responsiveness work together. Achieving excellence requires strong leadership - it requires leaders who can impart that message, who can articulate that business case for making an organization more gender responsive, and above all, leaders who can champion that effort.

Simply put, conducting a gender audit and following through with the implementation of an gender action plan reinforces and demonstrates for employees and stakeholders that becoming more gender responsive is good for women and men in the organization, for the organization, and for the community(ies) the organization serves.

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