

**A GENDER POLICY FOR THE NIGERIA
POLICE FORCE**

FINAL DRAFT REPORT

SUBMITTED TO

THE NIGERIA POLICE FORCE

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(NPF/UNWOMEN/UNFPA)

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ACRONYMS

AAWP's	All Africa Women for Peace
ACHPR	African Commission on Human and People's Rights
ACP	Assistant Commissioner of Police
AIG	Assistant Inspector-General of Police
APRRW	Protocol on People's Rights and the Rights of Women
ASPI	Assistant Superintendent of Police I
ASPII	Assistant Superintendent of Police II
AU	African Union
BPA	Beijing Platform of Action
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CP	Commissioner of Police
CPL	Police Corporal
CSOs	Civil Society Organisations
CSP	Chief Superintendent of Police
DCP	Deputy Commissioner of Police
DEVAW	Declaration on Elimination of Violence against Women
DFID	UK Department for International Development
DIG	Deputy Inspector-General of Police
DSP	Deputy Superintendent of Police
FGM	Female Genital Mutilation
GBV	Gender Based Violence
GEWE	Gender Equality and Women Empowerment
GTZ	Gesellschaft für Technische Zusammenarbeit
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Civil Rights
IGP	Inspector-General of Police
ILO	International Labour Organisation
INSPR	Inspector of Police
JWC	Joint Working Committee
LNP	Liberian National Police
MDGs	Millennium Development Goals
NAPTIP	National Agency for Prohibition of Traffic in Persons and other related matters
NEPAD	The New Partnership for Africa's Development
NGOs	Non Governmental Organisations
NGP	National Gender Policy
NPF	Nigeria Police Force
NPFGP	Nigeria Police Force Gender Policy
OECD	Organisation for Economic Co-operation and Development
PC	Police Constable

PSC	Police Service Commission
SDGEA	Solemn Declaration on Gender Equality in Africa
SGT	Police Sergeant
SHD	Sustainable Human Development
SP	Superintendent of Police
SSR	Security Sector Reform
SVA	Sexual Violence and Abuse
UN	United Nations
UNDOC	United Nations Office on Drugs and Crime
UNDP	United Nations Development Programme
UDHR	Universal Declaration of Human Rights
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women (formally known as United Nations Development Fund for Women -UNIFEM)
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
VAW	Violence Against Women
WACOL	Women Aid Collective
WARSHE	Women Against Rape, Sexual Harassment and Exploitation
WPP	Women Peacemakers Program
WPS	Women Police Stations
WRAPA	Women's Right Advancement and Protection Alternative

FOREWORD

Gender Based Violence (GBV) is now recognized as a universal problem almost reaching a pandemic proportion. Notably, physical, sexual, and psychological abuse of women and girls are perhaps the most pervasive of all human rights violations in history. In Nigeria, a variety of gender based violence had been reported including domestic violence (such as wife battering, rape, and assaults), trafficking in persons, sexual violence and harassment, economic violence, violence against women and girls in conflict and post conflict situations, and harmful traditional practices against women and children (i.e. obnoxious widowhood rites, early marriages, female genital mutilations among others).

The magnitude of gender based violence the world over, especially, its toll on local, national, and international development agenda led the United Nations to engage in vigorous campaign against this cankerworm of our time. The United Nations (UN) Decade for Women, with the goals of equality, development, and peace, brought to the fore ‘a people-centred development paradigm’, with emphasis on sustainable human development (SHD), and a central role for women to play in the development process. For the first time, the ‘woman’s question’ entered the development equation, whereby gender-based violence is seen as a clog in the wheel of sustainable human development, and not merely a human rights issue.

Although women were presumably protected by the Declaration on the Protection of All Persons from Being Subjected to Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (1975), the women’s rights agenda did not attract global attention until the adoption of the International Bill of Rights for Women and the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1979 by the United Nations, to which over 160 countries, including Nigeria were signatories. Furthermore, by 1993, the World Human Rights Conference drew attention to GBV as a human rights violation, emerging from a system of gender relations that assumes that men are superior to women. A year later, at the Fourth World Conference on Women, the international community reaffirmed that “acts of violence against women violate their rights and impair or nullify their enjoyment of human rights and fundamental freedom”.

Though the Nigerian constitution guarantees every citizen the right to dignity of the human person, and forbids the subjection of any person to torture or to inhuman and degrading treatment, GBV remains a daily occurrence. This is because the Nigerian society is ruled by a pervasive patriarchal system, which supports male supremacy, leading to unequal gender role relations, and grants men power and control over women in both the domestic and the public spheres. One direct consequence of this social arrangement is a general *laissez faire* attitude towards GBV and passive acceptance by some of its victims.

However, with the development and approval of the National Gender Policy by the Federal Executive Council in 2006, GBV is now recognised as an important policy issue demanding attention of all and sundry, including public and private institutions and local communities. A necessary starting point for government to effectively manage GBV is the development of a comprehensive policy guidelines that would set out in detail the roles of all stakeholders, including government institutions and agencies (in particular the Law Enforcement Agency), individuals, civil society organizations, and the local communities).

A major step was taken in 2009 when the Nigeria Police Force in collaboration with Development Partners (UN WOMEN & UNFPA), International NGOs (e.g. ActionAid) and Civil Society Organisations embarked on a sensitization workshop for Senior Police officers, and came out with a resolution to embark on the following –

- i. Development of a Gender Policy for the Nigeria Police Force;
- ii. Development of a gender sensitive Curriculum/Training Modules for the Nigeria Police Force;
and
- iii. Capacity building for JWCs

It is in agreement with the earlier efforts that the NPF developed this Gender Policy, which, when implemented, will eliminate all forms of gender-based discriminatory policies within the NPF, and enhance the capacity of the Nigeria Police Officers to better handle gender based violence with a high level of professionalism and etiquette.

The NPF Gender Policy thereby aligns with relevant regional and international protocols and instruments on gender equality and women empowerment principles; and in particular, the National Gender Policy of the Federal Republic of Nigeria. The latter provides both the legal and the management frameworks for the NPF Gender Policy. To effectively implement this policy, a Strategic Framework for implementation, monitoring and evaluation is to be developed with clear guidelines for achieving policy targets and goals; and thereby making gender equality principles core values of the Nigeria Police Force.

The Nigeria Police Force shares the central sentiment of this policy, which is to mainstream gender issues into the police structure and administration, and improve police response to gender based issues within and outside the police institution. To achieve the goal of this policy, the NPF will continue to collaborate with our partners and stakeholders, including the UN agencies, Development Partners, inter-governmental institutions, international NGOs, Civil Society Organisations, the local communities and the grassroots.

Mr Hafiz A. Ringim, NPM, mni
Inspector General of Police
December, 2010

ACKNOWLEDGEMENTS

The Gender Policy for the Nigeria Police is a product of collaborative partnership with many interest groups and institutions, including Police Service Commission; the Federal Ministry of Police Affairs; the Police Force Head Quarters, Line Ministries, and other government departments and agencies (especially the Federal Ministry of Justice, the Federal Ministry of Women Affairs and Social Development, the Human Rights Commission, and NAPTIP); the private sector; Civil Society Organisations; and development agencies. Our common vision is to abhor social exclusions and gender-based violence within and outside the Nigeria Police Force. A shared under-current is to see ‘a Nigerian society devoid of gender based discrimination and violence; and in essence, build a society which allows its men and women to show-case talents for sustainable human development.

The political and institutional space to engage in the process of drawing up a Gender Policy for the Nigeria Police started under the leadership of the former Inspector General, Mr. Ogbonna Onovo, (OON, NPM, mni,), and continued vigorously under the leadership of the new Inspector General, Mr, Hafiz Ringim.

The Nigeria Police Force provided the logistics (both human and material) needed to drive the policy process. The individual senior police officers and those in the Rank and File who provided insider information on which policy opinions are generated are appreciated, for without them this policy could not have been written. The institutional support provided through the leadership of the following senior officers of the NPF are worthy of documentation and appreciation: former DIG - Administration (Uba B, Ringim) former DIG – Training (Olusegun Efuntayo); DIG Administration, Ivy Okoronkwo; CP Amajor Onu; and ACP – Anti Human Trafficking Unit, Abah Juliana among others.

The leadership role of the Police Service Commission to see to the development of a Gender Policy for the Nigeria Police actually pre-dated the present efforts. The Chairman of the Police Service Commission, DIG Perry Osayande (Rtd), and his Permanent Secretary, Engr. Esther Gonda, FNSE, were magnanimous to share with the Technical Group a copy of an earlier Gender Policy developed by the PSC, while we found unity of ideas in this earlier effort. The present Gender Policy for the Nigeria Police is therefore a collaborative effort with the Police Service Commission. The PSC is determined in its efforts to see a Nigeria Police Force devoid of any form of gender discrimination and gender-based violence.

The contributions of the Civil Society Groups to this policy process are highly appreciated. The following CSOs either provided the Technical Team with memoranda and/or provided useful insights during Focus Group Discussions and/or personal interviews– BAOBAB, WACOL, WRAPA, Action Aid, CLEEN Foundation, Centre for Democracy and Leadership; FMWA&SD, FMH, National Human Rights Commission; and WARSHE.

The Nigeria Police Force appreciates the support provided by the UN family in Nigeria, notably – UN WOMEN, which anchored the technical process, UNFPA, UNICEF, UNDP, and ILO. UN WOMEN and UNFPA mid-wifed and nurtured the process of making this policy a reality. Funding for the development of this strategic document was jointly provided by UN WOMEN and the Norwegian Embassy in Abuja through the UNFPA gender equality project in Nigeria. Members of the technical team that facilitated the production of this policy include: Prof. Olabisi I. Aina (Lead Consultant); Drs Oluyemisi Obilade and Kehinde Olayode, all from the Obafemi Awolowo University, Ile-Ife, Nigeria. Finally, all the institutions, and the individuals who took part in the various consultative and validation meetings are acknowledged and appreciated.

Ivy Okoronkwo, mni
Deputy Inspector General of Police,
December, 2010

Message from the United Nations Entity for Gender Equality and the Empowerment of Women in Nigeria

(UN Women)

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in Nigeria has been steadfast in supporting the Nigeria Government through the UN Development Assistance Framework “*to secure a policy and institutional environment within which all citizens are active agents of development that distributes benefits equitably to the present generation without jeopardizing gains for future generations.*”

UN's comparative advantage in Nigeria is in advancing social and economic reform in line with international norms; enabling good governance; addressing human rights; and mainstreaming gender. Within that context, key strengths of the UN are seen to lie in the provision of advisory assistance, technical expertise, capacity development support and its role as a trusted intermediary between partners.

Gender discrimination and inequalities are not new concepts, but their continuous existence and pervasiveness have brought it to international focus in recent times. Consequently activities of protection and prevention across the globe are being refocused towards strengthening institutions responsible for effective control, welfare and protection of human rights to mitigate the problems arising from the phenomenon of gender discrimination and inequality.

The Police Force as an institution is a major stakeholder in promoting gender equality and the empowerment of women, guided by its mandate to maintain peace and uphold fundamental rights to freedom and good governance. It is on this premise that UN Women in Nigeria in collaboration with other development partners, especially UNFPA has provided technical support for the development of this “**Gender Policy for the Nigeria Police Force**”. This Policy is also a response to the National Gender Policy which clearly recognizes that operational procedures and protocols within most law enforcement agencies are biased in favour of men and calls on stakeholders to provide support for addressing such gaps.

This Policy document should be accorded paramount importance for implementation at the highest levels. Efficacy of the policy is contingent on a functional gender management system vis-à-vis political will and substantial allocation of resources for its operationalization, towards achievement of desired objectives. This will strengthen the capacity of the Nigeria Police to deliver on their mandate in a way that is responsive to the needs of both women and men as well as other vulnerable groups in the Nigerian society.

UN Women acknowledges the efforts, willingness and commitment of the Nigeria Police for the development of this Gender Policy, and therefore, reaffirms its continued commitment to the efforts of the Nigeria Police and the Government of Nigeria in general, for the attainment of gender equality and empowerment of women for sustainable development in Nigeria.

Ms. Grace Ongile
Country Representative,
United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

Introduction

Police organisations play important roles in protecting the lives and properties of individuals (men, women, and children). The police is responsible for maintaining peace and order; upholding the rule of law and performing their duties with sensitivity and regard for members of the community. The recent demand for police reform around the world is hinged on a number of factors such as the need to improve the public image of the police; and to make police institutions more effective, accountable, equitable, and rights-respecting.

Gender mainstreaming is now seen as an integral part of police reform, and a key to operational effectiveness and institutional credibility. For example, increasing the recruitment of female staff, preventing human (woman) rights violations, and collaborating with women's organisations to create an efficient, accountable and participatory police force, which responds to the specific needs of men, women, girls and boys. Ironically, the Nigeria Police Force (NPF) is not only dominated by men, but modelled as a masculine institution; and with alarming records of gender abuses documented in the situation analysis report in the policy document.

Developing a Gender Policy for the Nigeria Police Force is therefore important at this time, in view of the global and regional mandates for gender equitable practices for sustainable human development; and in view of the progress that Nigeria has made instituting the National Gender Policy (NGP), with core concern for legislative reforms to guarantee gender justice and respect for human rights.

Policy Framework, Goals, and Priorities

The Gender Policy for the Nigeria Police Force is formulated within the framework of the Nigeria Constitution which guarantees equality and right to freedom from discrimination; and the various global, regional, and national policy commitments to gender equality and women empowerment (including CEDAW; the Beijing Platform of Action; the MDGs; The Solemn Declaration on Gender Equality in Africa (SDGEA) The African Charter and Its Protocol on the Rights of Women in Africa for Gender Equality; and the Nigerian National Gender Policy amongst others.

The policy declaration presents the Nigeria Police Force as recognizing the negative impacts of gender discrimination, sexual harassment, and other forms of gender-based violence in the society, and in particular on the institution of the Police Force. Accordingly, the Gender Policy for the NPF sets to correct gender imbalances in the Nigerian Police Force (especially those relating to recruitment; welfare; training; transfers and placement; promotion; heading commands/other decision making positions etc). Also, the policy is guided by the philosophy and general principles of human rights, gender equality, and women empowerment entrenched in International, Regional, and National laws and instruments.

The overall goal of this policy is to eliminate all gender-based discriminatory regulations and practices within the Nigeria Police Force, and ensure that the Police Force, as a major security organ of government is able to effectively deal with gender-based violence within the larger Nigeria society. Through this policy, the Nigerian Police Force strives to achieve social, cultural, and ideological transformation in gender relations within the NPF as well as in the larger Nigerian society, through gender sensitive regulations and orders, and improved technical skills in gender mainstreaming and in the handling of gender-based violence.

Policy Objectives

To achieve the overall goal of this policy, the following policy objectives are drawn:

1. Institutionalize gender mainstreaming framework as a core value in the Nigeria Police Force;
2. Infuse in to the Police Act/Regulations the principle of CEDAW and other global, regional, and national frameworks that support gender equality and women empowerment;
3. Reduce the current gender gap in the Nigeria Police Force, and make the Nigeria Police Force an equal opportunity employer; and

4. Build the capacity of the Nigerian Police Force to effectively handle cases of gender-based violence/violence against women.

Also, the Gender Policy for the Nigeria Police Force has a number of strategic directions, with the following six presenting an overarching influence:

- i. Institutionalize gender mainstreaming framework as a core value in the Nigeria Police Force;
- ii. Infuse in to the Police Act/Regulations the principle of CEDAW and other global, regional, and national frameworks that support gender equality and women empowerment;
- iii. Build the technical capacity of NPF and its management in gender analysis and planning; and to effectively handle cases of gender-based violence/violence against women;
- iv. Reduce the current gender gap in the Nigeria Police Force, and make the Nigeria Police Force an equal opportunity employer;
- v. Promote the use of sex-disaggregated data, and gender statistics within all Nigerian Police Institutions; and
- vi. Establish accountability procedure for the implementation of the Gender Policy i.e. coordination, networking and monitoring.

Conclusions:

Given the commitments shown by the Nigeria Police Force in pushing through the development of this gender policy, it is hoped that further institutional and financial supports would be provided to ensure implementation of the various policy recommendations to create an efficient, accountable and professional police force, which responds to the specific needs of men, women, girls and boys. Also, it is expected that this policy will generate further interest in engendering the entire Nigerian security sector, including the Armed Forces; Customs; Immigration; Prisons etc.

PART ONE:

**CONTEXTUAL/SITUATIONAL ANALYSIS AND
RATIONALE FOR A GENDER POLICY FOR THE
NIGERIA POLICE FORCE**

CHAPTER ONE

CONTEXTUAL BACKGROUND TO THE POLICY

1.1. What is Police Reform?

Police Reform is the transformation or change of a police organisation into a professional and accountable police service, practicing a style of policing that is responsive to the needs of local communities (Groenewald and Peake, 2004). From a broader perspective, police reform is the ‘transformation of the police system, including all the actors, their roles, actions and responsibility to manage and operate the system in a manner that is consistent with democratic norms and sound principles of good governance’ (OECD, 2005).

Police reform is a core part of security sector reform (SSR) and it involves the establishment or strengthening of an accountable, effective, equitable and rights-respecting police organisation. Police reform is about change, and is a process that moves a police institution toward being more accountable for its actions and having greater respect for human rights. The central focus of police reform is the need to properly understand and incorporate the security needs of diverse population into the structure and operations of the police (Denham, 2008).

The complexities of policing in the modern era, coupled with the dynamism of social change within societies expose police institutions to various challenges that require continual consideration for improvement. As police organisations around the world are trying to improve their response to, and protection of individuals and communities, they become involved in a process of reforming policies and practices. The demand for reform is instigated by a number of factors such as: internal reviews, public criticisms, government decisions and international pressures (Denham, 2008).

1.2. Why is Gender Important to Police Reform

Gender refers to the roles and relationships, personality traits, attitudes, behaviours and values that society ascribes to men and women. ‘Gender’ therefore refers to learned differences between men and women. In contrast to gender, ‘sex’ refers to the biological differences between females and males. These biological characteristics (such as hormones, reproductive organs and genetic differences) are used in classifying into males and females. They are generally universal, and are not usually amenable to change.

Gender roles vary widely within and across cultures, and can change over time. Gender refers not simply to women or men but also to the relationship between them. In other words, men and women are taught certain roles and appropriate behaviours according to their sex. Gender roles are influenced by many different factors in addition to culture, such as class, nationality, ethnicity, sexual orientation and age.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all

spheres so that women and men benefit equally and inequality is not perpetuated (ECOSOC, 1997).

The integration of gender issues in police reform is now recognized as a key to operational effectiveness and institutional credibility. For example, increasing the recruitment of female staff, preventing human (woman) rights violations, and collaborating with women's organisations in creating an efficient, accountable and participatory police force, which responds to the specific needs of men, women, girls and boys.

Mainstreaming gender into police reform also involves identifying/assessing the different insecurities faced by men, women, girls and boys. The results of the assessment might in turn highlight the need to include 'gender initiatives' or initiatives that address the particular security needs of women, men, boys or girls within police security programmes.

Women often bring specific skills and strengths to police work, such as the ability to diffuse potentially violent situations and employ good communication skills to minimize the use of force. In certain contexts, female officers are necessary to perform the cordon and search of women, widen the net of intelligence gathering and assist victims of sexual exploitation. Creating a police service that is gender responsive increases the credibility, trust and legitimacy of the service in the eyes of the public. A gender responsive police service also increases operational effectiveness, through access to a broad range of skills, experiences, education and culture, which maximize the ability to deliver solutions to domestic problems relating to women and children.

1.3. Statement of the Problem

A key strategy in promoting gender equality has been the adoption of 'gender mainstreaming' tools which ensure that women's and men's concerns and priorities are infused into development policies, strategies, and interventions at all levels, and at all stages – policy formulation and program/project planning, implementation, monitoring and evaluation etc.

With the introduction of the Millennium Development Goals (MDGs), more vigorous global and national attentions are now drawn on gender sensitive policies. The Goal 3 of the MDGs, which aimed at achieving gender equality and women's empowerment, is not only of intrinsic value in itself, but also central to the attainment of all the other MDGs.

A major policy challenge in Nigeria is how to integrate the principles of gender equality and women empowerment framework within the MDGs and other regional and global instruments into the extant national macro-policies such that gender equality concerns become more than just the concerns of women ministries and social sector institutions. Rather, gender equality concerns, should be an integral part of the goals of governance at all levels in conjunction with other extra-organizational concerns.

Police work in all societies, Nigeria inclusive, is seen as a 'man's job'. This is evident from the fact that in most countries of the world, women are poorly represented amongst police personnel. Australia, with 29.9 percent of women in its police service, and South Africa, with 29 percent, are among the world's exceptions in this respect, but the exceedingly low numbers of women

elsewhere testify to substantial barriers to women's access to police work, and to problems with retention of female staff once employed.

Currently, the perception of an average Nigerian of the Nigeria Police Force is that of unfriendly set of uniformed men, while the force continues to attract to itself, an image of brutality and outright oppression of those they are paid to protect (especially innocent women and children).

More importantly, the Nigerian Police Force (like many other countries in the world) is not only dominated by men, but modelled as a masculine institution. This has attendant implications as the Nigeria Police Force continues to have alarming records of gender abuses which include:

- Institutional framework and practices which tend to be more protective of male interests and concerns (male-centric institutional frameworks);
- Responses to women-specific interests both by law, and in practice are entrenched in gender stereotypes and gender prejudices (gender unfriendly conditions of service, especially for the female police officers; gender-biased treatment of domestic violence and other forms of violence against women etc)
- Use of operational frameworks and guidelines that inhibit women's access to justice.

This situation analysis presents a background for contextualizing gender/women issues within the Nigeria Police Force. As the Nigerian state continues to push for policy reforms in the area of gender equality and women empowerment, many of these national efforts are yet to be adopted across sectors and among extra-governmental bodies.

1.4. Rationale for a Gender Policy for the Nigeria Police Force

The principle of 'Gender Equality and Women Empowerment (GEWE)' has become a major driver of change across international and national communities being uniquely linked to sustainable human development, and building a just society (devoid of discrimination based on sex or circumstance), thereby promoting human rights and the protection of health, social, economic and political well being of all citizens. Thus, the attainment of a gender equitable society is bound up with all other goals of sustainable development, such as good governance, human rights, environmental sustainability, poverty reduction, and inclusiveness in development planning and practice. According to a UNDP Report (2004), "*development that is not engendered is endangered*". It thus follows, that women's, men's, girls' and boys' needs and interests are to be equally valued and protected if any nation is to achieve sustainable development.

Developing a Gender Policy for the Nigeria Police Force is important at this time in view of the progress that Nigeria has made instituting the National Gender Policy (NGP). Notably, the core strategies for achieving NGP were identified as:

- Policy partnerships and programme reforms through mainstreaming of gender concerns at all levels;
- Gender education and capacity building;
- Legislative reforms to guarantee gender justice and respect for human rights; and
- Economic reforms.

The Gender Policy for the Police is to explicitly address the following gender issues amongst others:

- The importance of achieving equality between men and women, and social, religious, and ethnic groups as a matter of national security;
- Affirmation of the equal right of all men and women to participate in the Police Force and other similar institutions;
- Gender Based Violence (GBV) against women, men, girls, and boys as a key internal threat to security; and strategies to prevent, respond to and sanction GBV, with allocation of appropriate human and financial resources;
- Eliminating discrimination within the Police Force (and related institutions) or in the provision of security services on the basis of sex, race, religion, sexual orientation or any other improper basis;
- Institutional codes of conduct, including specific provisions on discrimination, sexual harassment and other forms of GBV;
- Establishing mechanism that ensure the participation of civil society in the implementation of security policies, and other security sector institutions; and
- Embracing the use of gender sensitive language in the Nigeria Police Force and related institutions

By engendering the Nigeria Police Force, police officers are able to appreciate the heterogeneous nature of their target population, and in particular their broad range of needs and interests. The Police Force has a mandate to protect all interests and all groups including women and other vulnerable groups, and not just those of the most visible and privileged groups in the society. A gender blind legislation and/or policy could directly or indirectly condone gender-based violence against women, boys, and girls; gender inequality; and exclusionary practices. Also, the equality of women and men in security matters is in accordance with international norms and instruments, such as UN Security Council Resolution 1325; and good governance.

1.5. The International / Regional Policy Environment

From inception, the United Nations Charter recognized gender equality and called for the rights of individuals to be respected regardless of sex, and whether they come from large or small nations. This recognition is clearly enshrined in the United Nations Universal Declaration of Human Rights (UDHR) of 1948 in which member nations affirmed their commitment to basic standards of human rights. The Declaration also guaranteed basic human rights for all individuals by prohibiting any form of discrimination on grounds of race, religion or sex. The principles of the Universal Declaration of Human Rights were to be enunciated in conventions over the decades as new insights emerged on the global status of women. In spite of the Declaration and its adoption by governments around the world, various forms of discrimination still existed particularly against women. Thus, by 1952 it was important to recognize that women deserved political rights to participate in governance and choosing representatives. This was captured in the Convention on the Political Rights of Women (1952). The Convention on the Nationality of Married Women (1957) was adopted to guarantee the rights of women who get married across national boundaries while the right to make a choice about marriage was ensured in the Convention on the Consent to Marriage (1962). Further conventions were adopted to ensure that

no discrimination existed between men and women. These include the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR).

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted in 1979 by the UN General Assembly. This Convention marked the advent of globalization of the rights to equality for all women and guaranteed equal access to opportunities in political (to vote and be voted for), business (to aspire to entrepreneurial goals) and public environments (to be Chief Executives). Over 180 countries embraced this convention and they all agreed to put in place the necessary instruments including legislation and programmes to ensure that women enjoy all necessary rights and privileges. It must be noted however that the adoption of CEDAW was a follow-up on other strategies that were in place before it. Notable among these are the Mexico Plan of Action (1975) which emanated from the first World Conference on Women. A major achievement of the Mexico Plan of Action was the declaration of the United Nations Decade for Women (1976 – 1985) by the General Assembly.

The first international human rights instrument that exclusively addresses violence against women was the United Nations General Assembly Declaration on the Elimination of Violence against Women (DEVAW-RES/18/104) that was adopted on 20th December, 1993. In defining violence against women, the Declaration explicitly includes "sexual harassment and intimidation at work, in educational institutions or elsewhere". In order to combat sexual harassment and other acts of violence against women, it was instructive for states to work towards preventing and investigating such acts. In addition, states were to develop comprehensive legal, political, administrative, and cultural programmes to prevent violence against women. States should also provide training to law enforcement officials and collect statistics about the incidence of acts of violence against women.

The Beijing Declaration and Platform for Action (BPA) were adopted unanimously at the Fourth World Conference on Women in September 15th, 1995. The Declaration include 12 areas of critical concerns and hundreds of actions to be taken in relation to the advancement and empowerment of women. Among other interests, the BPA recognized the need for women to have improved economic status, participation in the political process and empowerment. It was agreed that massive efforts should be channelled towards reduction of poverty among women especially in developing nations where over 70% of the women population live below the poverty line.

Following the BPA in terms of importance and achievement is the adoption of the Millennium Development Goals (2000) as a global strategy for poverty reduction. Five of the eight goals directly impact on the improvement of the status of women with Goal 3 in particular seeking to achieve gender equality in education by 2015, a goal fully supporting the Dakar Declaration on Education for All (EFA) (2000) which contains most of the ideals of the Beijing Platform.

The Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children was adopted by the United Nations in 2000 in Palermo, Italy. The United Nations

Office on Drugs and Crime (UNODC) is responsible for implementing the Protocol. It offers practical help to states with drafting laws, creating comprehensive national anti-trafficking strategies, and assisting with resources to implement them. The Protocol commits states to combating trafficking in persons, protecting and assisting victims of trafficking and promoting cooperation among states in order to meet those objectives.

Africa also responded to the global waves of rights and development, when in 1981, it adopted a regional instrument, the African Charter on Human and Peoples' Rights. The Charter distinctly deals with human rights in a unique African way. It is nevertheless, a defective human rights instrument in the sense that, among other things, its provisions on gender-related rights are not elaborate. Moreover, it addresses these rights in vague and general terms, thereby missing out core issues relating to women's rights.

The Charter however made provision for the adoption of special protocols or agreements to supplement its provisions, where necessary. This gave room for the adoption of the Protocol to the African Charter on the Rights of Women in Africa in 2003. The Protocol to a large extent emphasized the need for the enlargement of space for women in politics and appointment position. The Protocol finds its primary relevance in its comprehensive embodiment of the rights and freedoms, which women in the African region should be enjoying but which unfortunately, are still largely being denied them. For the first time, it addressed issues around reproductive rights of women, recognized rape, sexual slavery, and other types of sexual violence such as war crimes as crimes against humanity.

The African Union (AU) Declaration on Democracy, Political, Economic and Corporate Governance was adopted within the framework of the New Partnership for Africa's Development (NEPAD) in 2002. The Declaration recognizes the marginalization of African women and enjoined states to work with renewed vigour to ensure gender equality and full integration of women in political and socio-economic development. The New Partnership for African Development (NEPAD) recommends greater and more deliberate effort on gender equality and believes gender equality should be at the centre of all activities. It recommends that women's rights must be taken care of throughout the full range of policies of governments. The ECOWAS Protocol on Democracy and Good Governance, which has a section on women and children, was adopted in 2001. Member States agree that the development and promotion of the welfare of women are essential factors for development, progress and peace in the society. Consequently, they undertake to eliminate all forms of discrimination and harmful and degrading practices against women.

The Solemn Declaration on Gender Equality in Africa (SDGGEA) was adopted by AU Heads of State and Government at their July 2004 Summit. In the SDGGEA, the leaders reaffirmed their commitment to: the principle of gender equality as enshrined in Article 4 (L) of the Constitutive Act of the African Union, as well as other existing commitments, principles, goals and actions set out in the various regional, continental and international instruments on human and women's rights. They also committed themselves to continue, to expand and to accelerate efforts to

promote gender equality at all levels, and the determination to build on the progress that have been achieved in addressing issues of major concern to the women of Africa.

The adoption of the AU Gender Policy in 2009 and its implementation plan has been inspired by the overwhelming political will and commitment demonstrated by African Union's Heads of States and Government who in the last few years have adopted important decisions including Article 4 (1) of the Constitutive Act of the African Union which has enshrined the Parity Principle, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa. The AU Heads of State and Government continue to champion gender equality and empowerment through their subsequent decisions aimed at accelerating the implementation of their own commitments towards the Millennium Development Goals in general, particularly, MDG 3 on Gender Equality and Women's Empowerment

1.5.1. Best Practices of Police Reform and Gender Equality Agenda

Women's police stations (WPS) and domestic violence units have been established in a number of countries, including Argentina, Brazil, Colombia, Costa Rica, Ecuador, India, Liberia, Nicaragua, Peru, Uruguay, Sierra Leone, South Africa and United Kingdom. These stations are staffed primarily by female officers in order to provide an environment where women may feel more comfortable in reporting and be assured that their reports will be properly handled. They often combine a number of specialized police officers with health workers, social workers, and legal and other specialists to form a team that can respond to cases of GBV, including domestic violence and sexual assault of women and children.

In Honduras, the UN Population Fund has helped train police officers on gender issues and in assisting victims of domestic violence. The training focuses on how to process cases of domestic violence, ensuring officers understand the seriousness of this offence, and in some cases on the need to provide protection (UNFPA 2005).

In Guyana, the Guyana Police Force had been working with government and non-governmental organisations to establish a network to reduce gender-based and domestic violence. The results of this initiative have included training on the Domestic Violence Act as a mandatory component of the training curriculum at the Guyana Police College; police stations which now have space for interviewing persons reporting domestic violence; and the Police Commissioner has pledged to establish a domestic violence unit within the Guyana Police Force to better implement law enforcement duties in the area.

In Bangladesh, security is not just confined as a developmental issue, but also as a gender issue. Although existing national legislation does ensure far-reaching gender equality and protection against discrimination and violence, there is widespread ignorance of the law and significant resistance to implementation of gender equality in the courts. On the basis of widespread discrimination against women, GTZ initiated a Gender-responsive community policing project that was premised on existing good practices in community mobilization and gender sensitive programming.

In Liberia, the first all-female police unit deployed from India gained international attention, demonstrating the various roles and capabilities of female officers within peace operations. The Liberian National Police received three times the usual number of female applicants in the month following their deployment. In response, the UN and the Government of Liberia have instituted the Education Support Programme for female potential recruits to the Liberia National Police (LNP). The accelerated programme aims to bring the educational level of interested women up to the high school graduation level so that they can qualify for LNP recruitment (Denham 2008).

Against the background of the need to have a new police force that is both gender sensitive and human rights compliant, the Punjab Police in Pakistan instituted the Human Rights and Gender Sensitization Policy in 2007. The policy recognizes the special needs of men and women in certain situations and the need to make appropriate provisions for these needs. The overall objective of the policy was to empower women in a meaningful manner by mainstreaming gender issues in police working procedures in a manner consistent with the country's constitutional framework, legal principles and values.

1.6. The National Policy Environment and Gender Responsive Police Institution and Culture

A key strategy in promoting gender equality has been the adoption of 'gender mainstreaming' tools which ensure that women's and men's concerns and priorities are incorporated into development policies, strategies, and interventions at all levels, and at all stages. These tools must apply at all the levels and stages of policy formulation and programme/project planning, implementation, monitoring and evaluation etc.

With the introduction of the Millennium Development Goals, a more vigorous global and national attention is now drawn to gender sensitive policies. The Goal 3 of the MDGs, which aimed at achieving gender equality and women's empowerment, is not only of intrinsic value in itself, but also central to the attainment of all the other MDG goals.

The adoption of a National Gender Policy (NGP) in 2006 provides an over-arching framework for promoting gender-sensitive and gender responsive culture in national policy making in general. The NGP focuses on transforming the policy environment within which gender equity programmes will be implemented, towards providing enabling structures and political will.

In line with the framework of the NGP, sectoral policies on gender have been developed in education, health, agriculture and environment. Other complimentary policies that promote the principle of gender equality and elimination of discrimination against women and the girl-child are the 'Trafficking in Persons (Prohibition) Law Enforcement and Administration Act 2003 and the Child Rights Act, 2003

The Police Force is no doubt pivotal to the successful implementation of the National Gender Policy and other sectoral policies. However, this may become impossible without mainstreaming gender concerns into the institutional framework of the Nigeria Police itself.

Developing a Gender Policy for the Police Force provides the ample opportunity needed to set guidelines for police operations within a gender responsive framework that allows for respect for human dignity, social justice, and the elimination of those acts that serve as threats to individuals and national security.

1.7. Methodology

The project adopted a participatory method at every stage of the process. This simply means that relevant stakeholders were involved with the project design; data collection and processing; policy formulation and drawing up of policy guidelines; validation and dissemination of the policy document (see Box 1).

The methodological approaches adopted for the project include:

- a. A Gender Gap Analysis/Situation Analysis (using the Issue Based Approach)
- b. Gender as a Methodological Tool for Mainstreaming and for Institutional Change

a. A Gender Gap Analysis/Situation Analysis

Using a variety of qualitative methods, a gender gap analysis was conducted to clearly understand (and document) gender gaps within the Nigeria Police Force, so as to come up with policy guidelines that would help to reduce (and over time eliminate) these gaps.

A general principle is to treat ‘gender’ as a cross-cutting issue in development, thereby ensuring that gender/ women issues are integrated in a holistic way in policy and planning processes. Thus, the gender gap analysis adopts an issue based approach which helps to explore all the substantive issues relating to the content and the context of the policy. The issues include:

- The socio-cultural practices which continue to perpetuate gender inequalities and gender-based violence in our society;
 - Cultural context
 - Patriarchy/male dominance
 - Unequal power relations
 - Harmful traditional practices against women
 - Religious factors
- Economic factors;
 - Women lack of access to critical resources
 - Low educational attainment among women
- Legal factors;
 - Legal and policy framework addressing VAW/GBV in Nigeria
 - Gender gaps in the existing legislations and laws
 - Gaps in the implementation of these laws
 - Non-enforcement of the existing laws
- Political factors;
- Forms and types of VAW/GBV and impacts on women and children; and
- Specific gender issues in the administration of the Nigeria Police Force and policing in general.

The methods used at this level include:

- Desk Review of existing documents and instruments; and
- Qualitative Assessment of gender issues/GBV in the Nigerian Police through a number of mechanisms:
 - A Broad Based Consultation with stakeholders
 - Focus Group Discussions (where appropriate)
 - Key Informant Interviews (KIIs) with selected stakeholders
 - Memoranda from relevant stakeholders (especially the Civil Society Organisations).

i. Desk Review

Local, National, and International Instruments in relevant areas were reviewed to identify gender gaps in existing laws, policies, and practices which further heighten gender inequalities and may serve to exacerbate the occurrence of GBV within the Nigerian policy and social context., These instruments include:

- The 1999 Constitution
- The Criminal Code
- The Penal Code
- The Nigerian Police Act/Police Order/Force Directives/Force Administrative Instructions
- The Trafficking in Persons Prohibition Law Enforcement Administration Act 2003 and Amendment 2005
- Child Rights Act - 2003
- State Laws relating to VAW/GBV (Enugu, Anambra, Edo, Cross River and Rivers States);
- The Civil Law on VAW
- National Gender Policy Statements on VAW
- Regional and International Normative Framework on VAW
- The African Charter on Human and Peoples Rights
- Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)
- United Nations Declaration on the Elimination of Violence Against Women (DEVAW)
- UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol)

ii. Qualitative Assessment of Gender Issues/GBV in the Nigeria Police

A variety of qualitative methods were used to conduct a gender-responsive assessment of the Nigeria Police Force. These methods include:

- Key Informant Interviews
- Focus Group Discussions
- Stakeholders Consultative Fora/Meetings etc.

- Memoranda from relevant stakeholders.

b. Gender as a Methodological Tool for Mainstreaming and for Institutional Change

As a methodological tool, gender framework relies on the following:

- Gender mainstreaming tools; and
- Gender machinery institutions for policy formulation, implementation, and monitoring of interventions.

This process helps to challenge and review the Nigeria Police Force as an institution capable of responding to gender retooling. To make the Police Force ‘gender responsive’, the framework for its engendering is clearly identified and stated. Some of the strategic changes identified include:

- A review of the organisational structure in a manner such that the authority layers are engendered (as more women are proposed to occupy more leadership positions in the Nigeria Police Force);
- A review of personnel policies and other related policies to ensure equitable treatment of both gender groups;
- Mainstreaming gender into all departments and units of the Police Force with clear mandates for the roles and responsibilities for injecting these changes;
- Strengthening institutional frameworks and mechanisms for engendering the Nigeria Police Force, including:
 - Creation of new structures to accommodate gender interests e.g. gender desk officers across departments and units
 - Critical mass or Gender Technical Working Group
 - Change in the handling of VAW cases e.g. a gender friendly referral procedure etc.
- Mainstreaming of gender into police training from the Recruit to the most Senior Officers’
- Mainstreaming of gender concerns into ‘Peace Keeping’ operation’s guidelines

BOX 1

STAKEHOLDERS/TARGET GROUPS:

- **The Police Force**
- **Social Justice and Service Organisations**
- **Civil society organisations/CBOs/FBOs (women and children advocacy groups)**
- **Labour Unions**
- **Human Rights Lawyers**
- **Nigeria Human Rights Commission**
- **Doctors with experience with survivors of Gender Based Violence**
- **Religious Organisations**
- **Community Leaders (women and men)**
- **Victims of Gender Based Violence**
- **Development Partners/International Organisations etc.**

Consensus Meeting/ Validation and Adoption:

The draft gender policy will be presented to the following resource groups:

- i. A Technical Review Expert Group; and
- ii. A Validation and Adopting Meeting of all relevant stakeholders (as identified in Box 1)

CHAPTER TWO:

GENDER AND THE NIGERIAN POLICE FORCE: A SITUATION ANALYSIS

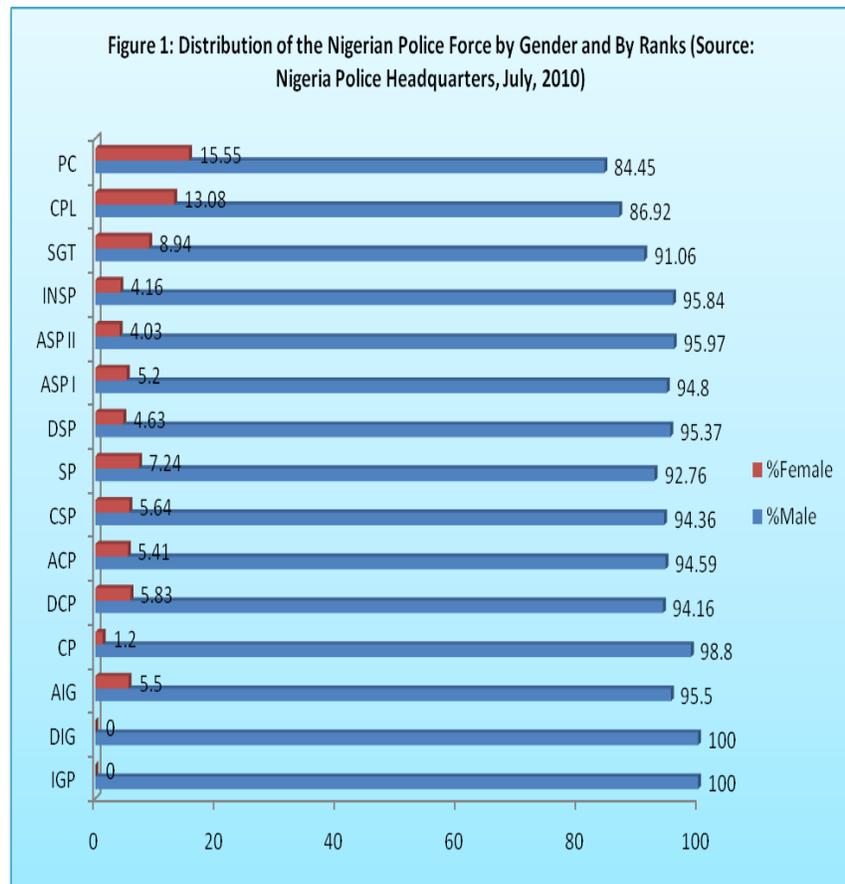
2.1. Gender Issues in the Nigeria Police Force

The Nigeria Police Force was established by Section 214 of the 1999 Constitution of the Federal Republic of Nigeria, with the mandate to ensure the internal security of the country. Section 4 of the Police Act 2004 enumerates the duties of the Police to include among others:

- prevention and detection of crime;
- apprehension of offenders;
- preservation of law and order;
- protection of life and property;
- due enforcement of laws and regulations with which they are directly charged; and
- performance of such military duties within or without Nigeria as may be required by them, or under the authority of this or any other Act.

As at July, 2010 the strength of the Nigeria Police Force stood at two hundred and ninety-one thousand, and ninety-four (291,094), 87.6% male police officers and 12.4% female police officers.

Within the rank of Senior Police Officers (ASP II to IGP), the population is eighteen thousand, seven hundred and forty-five (18,745), with a sex distribution of 95% male officers, and only 5% female senior officers. For the Rank and File (Constables to Inspectors of Police), the total population is two hundred and seventy-two thousand, three hundred and fifty (272,350), comprising 87.1% male junior officers and 12.9% female junior officers). The country's population based on the 2006 Census figures stood at over one hundred and forty million (Nigeria Census Figures, 2006). This presents the Nigeria police's strength as not meeting the United Nation's Standard of one (1) Policeman/woman to four hundred (400) persons (1: 400). More importantly, the Nigeria Police Force (as in many other countries) is not only dominated by men, but modelled as a masculine institution with masculinised values, behaviours and



expectations. Alemika and Agugua (2001) noted that only 4% of the total police population; and 8% of all officers respectively, were women. As at July, 2010, the figure for senior female police officers merely moved to 5%; and 12.9% for junior female police officers. The gender imbalance in the Nigeria Police Force has attendant implications for women, while the Nigeria Police Force continues to have alarming records of gender abuses which include:

- Institutional framework and practices which tend to be more protective of male interests and concerns (male-centric institutional frameworks)
- Responses to women-specific interests both by law, and in practice are entrenched in gender stereotypes and gender prejudices (gender unfriendly conditions of service, especially for the female police officers; gender-biased treatment of domestic violence and other forms of violence against women etc)
- Use of operational frameworks and guidelines that inhibit women's access to justice.

Currently, the perception of the Nigerian public of the Nigeria Police Force is that of unfriendly set of uniformed men, while the force continues to attract to itself, an image of brutality and outright oppression of those they are paid to protect (especially innocent women and children). Consequently, the Nigeria Police is seen as being gender unfriendly in policy, practice and service.

2.2. Gender Issues in the Nigeria Police Acts, the Nigeria Police Force Orders, Force Directives and Force Administrative Instructions.

An analysis of the Police Act and other regulatory/policy documents governing the internal and external workings of the Nigeria Police Force reveals a preponderance of discriminatory regulations and workplace practices that reinforce gender discrimination. The examination of gender issues covers various spheres of policy and practice ranging from language, recruitment, training and posting; to marriage, pregnancy and child bearing.

2.2.1. Date and Period of Documents – Many of the documents used to direct and regulate the internal and external workings of the Nigeria Police are grossly out-dated, with several of the regulations situated within the colonial period. For example, Force Order No. 18 was signed by T. Farley-Smith and dated 28th April, 1951. Consequently, the instruments directing the operations and activities of the present day Nigeria Police Force are rooted in British Victorian ideology and influenced by the male-centric culture and practice of the period.

2.1.2. Language - Language used in the documents exhibit gender insensitivity. Officers as well as the rank and file were continually referred to as 'he' or men. For example, the Police Act, No 316 (Duties of CP for a State Command) states '*The CP ...shall be charged with the command and administration of the ...to which he is appointed..*', also F.O. No.60 (for Traffic Training Course) states '*Candidates selected should be **men** of intelligence...*' There appears to be a deliberate attempt either to ignore or at best underplay the presence of women in the Nigeria Police Force. The language of the documents would appear to indicate a bias 'towards a masculine and male ideal, taking the male employee as the point of departure' [Asplund, 2010].

2.2.3. Recruitment – The Police Act and Regulations as well as other regulatory documents contain discriminatory recruitment laws against women aspiring to enlist in the Nigeria Police Force (NPF). For instance, married women are disqualified from enlistment into the NPF. This is clearly stated in Police Act 118 (under Qualifications for women candidates for enlistment) which emphasizes that the prospective women applicants wishing to join the Police ‘*must be unmarried*’. This could probably be one of the contributory factors for the low percentage of women in the Nigeria Police Force.

2.2.4. Training and Posting – The documents are replete with many instances of discrimination against female officers. These discriminations range from the prescription of limited training opportunities and restricted sphere of posting for Police women. Many of the Police regulatory documents are overtly discriminatory to female police officers. For example, Police Cap 121-123; F.O. No 30 and FAI No 23 (under Enlistment; General Duties; and Miscellaneous Conditions of Service) states that Police Women shall (only) “*be employed on duties which are connected with women and children*”; Police Women recruited to General Duties Branch are restricted to clerical, telephone and office orderly duties; and they are disallowed from drilling under arms or taking part in baton or riot exercises. Female police officers are rarely allowed to head police operations. Furthermore, Force Order No 135 – (under Refresher Course Schools) states that ‘*Personnel attending refresher courses may be accompanied by their families ... one wife, three children and one servant*’, thus making no provision for the spouse of a police woman.

2.2.5. Marriage, Pregnancy and Child Birth - The NPF in its regulatory documents would appear to ignore or undervalue the strategic and national duty that a pregnant police woman performs in the course of bringing forth a new generation of Nigerians. This is because many of its regulations/conditions of service discriminate against women, and ignored the biological functions of child bearing and parenting. According to the Police Act.No.122-127; Force Order No.30; and Force Administrative Instructions No. 23, ‘married women are disqualified’ from enlisting in the Police; a Police Woman who is single at the time of her enlistment must spend two (2) years in service before applying for permission to marry giving particulars of fiancé who must be investigated and cleared before permission for marriage is granted. The documents also stipulate that an unmarried and pregnant Police Woman shall be discharged from the force and shall not be re-enlisted except with the approval of the Inspector General (IG); while a married Police Woman shall not be granted any special privileges by reason of marriage and shall be subjected to posting as if she were unmarried.

2.2.6. Dressing and Nomenclature – Discriminatory practices are recorded against the female police officers in the area of dressing and nomenclature. Section 128 of the Police Act over regulated the dressing of Police Women on duty to the extent that they are prohibited from wearing earrings and using face powder, lipstick or coloured nail varnish. Apart from this, Police Women are required to place the alphabet ‘*W*’ before their rank and are given *special kind of A/P* numbers to easily identify them as women.

2.2.7. Accommodation and Welfare- the Police Act and Regulations contain discriminatory regulations regarding civilian spouses of Police Women. For instance, the Police women married to civilian husbands are disallowed from living in the Police Barracks. Also the Force

Order Nos. 201 and 203 (under Leave and Reliefs: Superior Officers), travel allowance was made only for accompanying 'wife' and children while no reference was made to the 'husband' of the Police Woman.

2.2.8. Data and Statistics- The collection, collation and presentation of information and statistics about the Nigeria Police are not usually disaggregated by sex. Hence, there are no attempts to statistically track growth, direction and other indices using gender lens. For example information and statistics about the police nominal roll and other personnel information are not presented in gender disaggregated format.

2.2.9. Gratuities and Pensions- The regulations concerning the provision for payment of benefits to the family members of injured or deceased members of the NPF are discriminatory against women. For instance, as stated in the Force Order, provision was made for payment only to 'wife' or 'widow'. No reference was made to spouses (husbands) of Police Women (see Force Order No. 92, 2 (ii) and 2 (iv) a, b and c. under Compensation, Gratuity and Disability Pensions...).

2.3. Gender Issues in the Nigerian Constitution, Legislations, Laws and Practices:

Several gender issues of concern arise from a perusal of the 1999 Constitution and the various legislations, laws and practices operational in Nigeria. The identified gender issues/gaps, and discriminations in each document are discussed below:

2.3.1. Gender Issues in the 1999 Constitution.

The gender issues in the 1999 Constitution cover a wide spectrum ranging from language, the non-ratification of gender-friendly treaties and citizenship/indigene rights amongst others. Some of these are discussed below.

- a. **Language of the Constitution-** The language of the 1999 Constitution is gender biased and it is written as if only men make up the geo-political entity called Nigeria. For example, the pronoun 'he' appears in the 1999 constitution about 235 times.
- b. **The National Motto** - The motto of the constitution presently reads 'Unity and Faith', Peace and Progress'. The issue of equality is not mentioned. The motto could be amended to read 'Unity, Faith, Equality, Peace and Progress. This is necessary to emphasis equality.
- c. **Discrimination in the composition of representation of Governments, Boards and Statutory Bodies** - Section 14(3) did not include gender consideration in the composition of the Government and of the Boards of its Agencies. This may give room for the marginalization of women
- d. **Establishment of Federal Executive Bodies and Commissions** - While the Constitution makes provision for the composition of bodies like Federal Character Commission, Civil

Service Commission, National Council of State, there is no provision for a Commission that would promote gender equality.

- e. **Non-ratification of Gender-friendly Treaties** - Section 12 of the Constitution states that no treaty between the Federation and any other country shall have the force of law unless enacted into law by the National Assembly. This clause has prevented the domestication of CEDAW and other gender friendly treaties.
- f. **Citizenship/Indigene Rights** - Section 27:2a confers the right of citizenship to any woman who is married to a Nigerian citizen but denies such right to foreign men married to Nigerian citizens.
- g. **Right to Family Life** - Section 37 on the Right to Private and Family life as presently provided in the constitution is inadequate to prevent under-age marriage and to protect rights of widows to inheritance.

2.3.2. Gender Issues in the Penal Code and Criminal Acts:

The emerging gender issues in the Criminal Code and Penal Act range from discrimination in prescribed punishment for indecent assaults on males and females to spousal abuse and wife battering. Some of these are discussed below -

- a. **Indecent Assaults on Males and Females** – The criminal code prescribes discriminatory punishment for the same offence depending on the gender of the victim. For example, the Criminal Code discriminates against women on the issue of punishment against personal assaults. For instance Section 353 provides the following on Indecent Assaults on Male: “*Any person who unlawfully and indecently assaults any male person is guilty of a felony, and is liable to imprisonment for three years. The offender cannot be arrested without warrant*”. Section 360 of the Criminal Code however provides the following on *Indecent Assaults on Females*: “*Any person who unlawfully and indecently assaults a woman or girl is guilty of a misdemeanour, and is liable to imprisonment for two years.* It is obvious from the above provisions that the assaults against women attract less stringent sanctions than assaults against men, even though in most cases, women stand more risk of being violated and abused.
- b. **Marital Rape** - Section 182 of the Penal Code stipulates that “*sexual intercourse by a man with his own wife is not rape if she has attained puberty.*” This provision does not only condone marital rape, it also condones defilement of young girls under the age of 16. This is because the age of puberty is not fixed and any girl who for instance has commenced her menstrual period is deemed to have attained puberty.
- c. **Spousal Abuse and Wife Battery** - The provision of the Penal Code encourages violence against women. It allows for the beating of a wife for the purpose of correction. Section 55 (1) (d) of the Penal Code stipulates, “*Nothing is an offence, which does not amount to the infliction of grievous harm upon any person and which is done by a*

husband for the purpose of correcting his wife. Such husband and wife being subject to any natural law or custom in which such correction is recognized as lawful”.

- d. **Discrimination in Marital Relationship** - Section 55 of the Penal Code presupposes that a wife can never be considered an equal in a marriage

2.4. Echoes of Gender Disparity in the Nigeria Police Force: A Field Assessment:

Interactive sessions within and outside the Nigeria Police Force¹ elicited a more comprehensive compendium of gender issues in the Nigeria Police. These were mainly in form of personal interviews (held with the Senior Officers and the Rank and File of the Nigeria Police), focus group discussions, and memoranda from other strategic stakeholders (ranging from Civil Society Organisations, and Government Ministries, departments and agencies). Data collected gave deeper insights into the forms, dimensions directions and pervasiveness of gender issues in the Nigeria Police Force. The data not only validated the contents of the Police Act and other related documents, they also provided information on new forms of gender discrimination and gender-based violence within the Nigeria Police as an institution, and also in their interaction with the Nigerian public in the course of service provision. Key gender issues documented during this field assessment are itemized below:

2.4.1. Understanding of Gender Concept - One issue that stood out clearly within the Nigeria Police was the lack of understanding of the concept ‘gender’. Within the officer cadre and across the rank and file of the Nigeria Police Force, there was a total absence of a basic understanding of the concept of ‘gender’. None of the over 10 Senior Officers of the Police Force interviewed was able to distinguish between ‘gender’ and ‘sex’. In most cases, ‘sex’ and ‘gender’ were erroneously used interchangeably, while the low status of women was seen as ‘normal’, ‘natural’, ‘God ordained’, and a cultural pattern which may be difficult to change. A brief dialogue with these officers on the non-universality of gender issues; implications of women’s cultural disempowerment for national development; and the urgent need for change in gender relations in the Police Force, resulted in some sort of melodramatic statements from these officers. They were also testimonies of the hardship female officers have been made to go through over the years. None of the officers disagreed with the need for change in the status quo, and more flexibility towards gender issues in the Nigeria Police Force.

¹ See the list of respondents/key informants in the appendix

2.4.2. Awareness of Gender Issues in the Nigeria Police Force

– There is a general lack of awareness of gender issues and concerns amongst officers of the Nigeria Police Force. However, men and women in the Police Force appear to see issues of gender concerns differently. While majority of the men appear to be blind to the discriminatory regulations

and practices within the Force, most of the women felt the discrimination keenly and were unhappy with the status-quo. Some Policemen who acknowledged a few of the discriminatory rules and regulations were quick to interpret them on the basis of “consideration for the weaker sex” and submitted that “women have limitations that make it difficult for the Police Force to apply the same rules and regulations equally for both sexes in absolute terms”. Almost all the men interviewed felt that, apart from the mandatory two year period a newly recruited police woman has to wait before applying to get married, there were no serious gender issues in the Police Force. Quoting a senior female police officer, ‘... the police is by and large, equitable, just and fair to all.’ (see the full quotes in Box 2).

BOX 2

“Discrimination? What discrimination? We (the Police) are the most gender sensitive unit of the Armed Forces. The Police is by and large, equitable, just and fair to all – whether man or woman”.

A Senior Female Police Officer, NPF

On the whole, more female officers (especially junior officers) identified multiple areas of discrimination and gender-based violence in the policies and practices both within the police as an institution or in the course of service delivery and/or interaction with the larger society. It would appear that in the case of gender issues and concerns in the Nigeria Police, “*only those who wear the shoes (especially the female junior officers) feel the pinch*”.

2.4.3. Discriminatory Regulations and Practices within the NPF:

Data collected from field interactions identified several regulations in the Police Act as well as subsisting work-place practices that are discriminatory against women both internally (within) and externally (that is, police interactions with the civilians). Such areas include but are not limited to:

- a. **Recruitment** - The recruitment process was found to be highly discriminatory in the sense that while married women were disqualified from enlisting in the police by reason of their marital status, the same did not apply to married men. Many of the respondents were of the opinion that this regulation keeps out a lot of women, especially women from the Northern states, from the Police Force.
- b. **Representation of Women in the Nigeria Police Force** – The statistics available as well as the submission of the police, women and members of the Civil Society show a gross under-representation of women in the police. Women constitute only 4% of the total population of the Nigeria Police Force and no woman ever served in the top management

position. Consequently the voices and concerns of women in the Police Force are neither captured nor adequately addressed at the topmost level. There is often resistance to issues around gender equity and as was observed by some respondents, *“being outspoken on the issue of women’s welfare results in victimization”*

- c. **Marriage, Pregnancy and Child Birth** – Many respondents within and outside the Nigeria Police Force identified the regulations and practices governing marriage, pregnancy and child birth as some of the critical gender issues in the Nigeria Police. The Police Acts and other regulatory documents stipulate a two year waiting period for newly recruited police women before they are allowed to ask for permission to get married. Apart from this, the prospective husbands are investigated and the process of investigation includes a personal interrogation as to his suitability to marry a police woman (i.e. no criminal records or tendencies). On the other hand, their male colleagues are neither required to apply nor do they have their prospective wives investigated. This regulation was found to be not only discriminatory but also subject to abuse by the superior officers, many of who delay unnecessarily the processing / approval of such applications and sometimes use it as avenue to sexually harass or exploit the female applicants. The regulation has also been fingered as one of the reasons why many police women find it difficult to get married. As many of them observed, civilian men who are already intimidated by this profession (police work) are further discouraged by the processes of investigation and interviews and they often bow out of the relationship, opting for other women where the marriage process is less complicated. As one respondent observed,

“They make us unmarriageable and then accuse us of not getting married”.

In cases where the prospective husband is willing to go through the hassles, the marriage approval is often delayed for so long that many women almost pass child bearing age before the marriage approval is given.

The issue of pregnancy and child birth also came out as an important area of concern. The Police Act and other regulatory documents stipulate that an unmarried police woman who gets pregnant shall be discharged from the Police Force. This regulation, coupled with the high prevalence of sexual harassment and sexual exploitation, is said to be responsible for the high rate of abortion among police women in Nigeria. A female police officer noted –

“Many of these stringent regulations have turned many young female police officers in Nigeria into abortionists, for many would rather abort the pregnancy at the threat of dismissal from the force for getting pregnant without being properly married. Yet these are the same women often exposed to sexual abuse from these very senior male officers”.

- d. **Training and Posting** - Discriminatory policies and practices abound with regards to the training and posting of women in the Nigeria Police Force. One of such discriminatory regulations is contained in the Force Act which prescribes limited training and restricted

sphere of posting for Police women. Hence, police women are forbidden from drilling under arms and from heading operations and commands. In general, police women are restricted to duties which are connected with 'women and children' while those recruited to General Duties Branch are restricted to clerical, telephone and office orderly duties. These regulations have served to effectively place an embargo on police women in terms of posting and responsibility. As a respondent (a female police officer) puts it

"Though we perform better than our male colleagues during training; the Police Force turns us into 'tea ladies and office staff after training'.

A common opinion held by female police officers and even other target stakeholders (i.e. outside the Police Force) is that gender should cease to be a barrier to the training and posting of women and men in the Nigeria Police Force.

- e. **Sexual Violence and Abuse** - One of the key gender issues identified by a lot of the respondents is the prevalence of sexual harassment and sexual exploitation both within the Police Force; and also in the course of policing. Female police officers are tenacious with the belief that too much power in the hands of individual superior officers predisposes many to wrongly exercise such powers, including sexually patronizing the female junior police officers. Worst still, there seems to be no clearly defined structures and procedures for reporting and addressing cases of sexual harassment and exploitation in the Force, which many described as the '*cult of the men*'. It was a common expression that the existing procedures/processes for reporting such misdemeanours are not only cumbersome but unsuitable as it may entail the victim passing the petition through the harasser, who in many instances may be the boss. As a senior female police officer puts it "how can a victim report her boss through that same boss?"

In addition, cases of rape and sexual exploitation of detainees in police detention were noted as a common occurrence which attracts no effective protocols for reporting and handling. There have been instances where women detainees have been impregnated while awaiting trial behind bars.

- f. **Dressing and nomenclature** - Regulations/conditions on dressing and nomenclature in the Nigeria Police Force are discriminatory against women. Apart from the over-regulation of the dressing code for the police women, especially those prohibiting them from putting on jewellery (except wedding/engagement rings and wristwatches), or rubbing face powder, police women are also required to place the alphabet '*W*' before their rank and are given special kinds of A/P numbers to easily identify them as women.
- g. **Accommodation and Welfare**- There are discriminatory regulations regarding civilian spouses of police women in the police barracks. Police women married to civilian husbands are disallowed from living in police barracks. This discriminatory regulation on accommodation deprives Police Women who marry civilians of the security offered by the barracks, thereby exposing them to public danger.

- h. **Other Gender Issues** – Field reports further highlighted other dimensions of gender issues in the Police Force. These are found in the police-public relations and interventions. These gender issues include but are by no means limited to :
- i. The penchant for policemen to show disrespect to civilian women they come across in the course of performing their duties. For instance, although the law allows a woman to stand bail for an accused, the reality is far from this as women are often disallowed of performing this basic civic function.
 - ii. The tendency for the Police to trivialize sexual violence and abuse (SVA) and the overall lack of skill to collect forensic evidence in relation to SVA, thereby often failing to ensure conviction of perpetrators.
 - iii. The gender-unfriendly reporting process of SVA. The existing process and procedure tend to expose victims to unnecessary embarrassment and hostility at police stations. For example, it was reported that SVA victims are often interrogated publicly over the counter, while the attitudes of most police officers toward victims are described as *'blaming the victims'*. In many cases, police officers turn such 'SVA' encounters into public jokes, thereby further harassing the victims.
 - iv. The flagrant abuse of power and authority as exhibited in the sexual abuse and exploitation of detainees at police stations with little or no effective avenues for reporting and redress.
 - v. The attitude of the police in treating reported domestic violence cases as private or family matters with little or no protection offered to victims until a more serious, life threatening incidence occurs, e.g. homicide.

A common opinion held by the public is the inability of the present Police Force in Nigeria to properly handle gender-sensitive issues. According to a respondent, as long as the Police Force itself, is unable to address gender issues within the Force, it will be difficult for them to be gender sensitive in treating the civilians, *"for it is difficult to give what one does not have"* (i.e. *gender etiquette*)

CHAPTER THREE:

GENDER BASED VIOLENCE AND THE NIGERIAN POLICE

3.1. Manifestations of Gender Based Violence and Prevalence

Violence against women has been described as any violence directed against a woman simply because she is a woman. It is also a manifestation of historically unequal power relations between men and women which have led to domination over and discrimination by men. Violence against women ranges from physical, psychological, sexual, verbal to emotional acts. Such acts have become common norm with little or no attention paid to it, and which has direct linkages to the continuous spread of HIV/AIDS infection among women and girls. The patriarchal and stereotypical nature and attitude within the Nigerian society has over the years encouraged harmful practices that promote VAW/GBV.

The following have been identified as factors contributing and sustaining male dominance over women as well as VAW in the society:

- Tradition, religion, language, division of labour in the house, etc.
- Patriarchy
- Unequal power relations
- Subordinate position of women
- Gaps in the implementation of laws
- Non-enforcement of existing laws
- Harmful traditional practices – FGM

VAW is a critical and prominent form of abuse of women's human rights in Nigeria. Combating this form of violation of women's rights would require active involvement of the Police, who in their routine work, encounter or address many incidents of these cruelties against women.

In Nigeria, as in several other parts of the world, at least one in every three women has been beaten, coerced into sex, or otherwise abused in her lifetime — with the perpetrator usually being someone known to her (UN WOMEN, 2009). It is perhaps the most pervasive violation of the rights of women that exists. It devastates lives, violates the rights of girls and women, fractures communities and stalls development.

Forms and Types of VAW

- **Physical Violence:** This is the most common form of violence against women in our society. It is the inflicting of injury to the body, causing harm, pain and sometimes long lasting disability. Examples of this abound such as: wife battery, hitting, acid bath, murder, female genital mutilation, early marriage, widowhood practices etc. Women suffer these kinds of violence from their immediate family, community or state.
- **Psychological Violence:** Psychological or mental violence includes variety of actions and inactions or behaviours targeted at the emotional level. It includes harassments,

threats, verbal abuse, and denial of financial and personal resources as well as discrimination of different types.

- **Sexual Violence:** Rape is the most popular form of sexual assault. It could also manifest in form of sexual harassment and incest abuse. While sexual harassment constitutes unwanted and unwelcome sexual advances, requests and displays, incest sexual abuse or taboo as it is popularly called, is sexual advances made by a male to a female member of the family or vice versa (from a female to a male member of the family).
- **Socio-Economic Violence:** This involves total deprivation or restriction on social, economic and political sources of power such as refusal to pay hospital bills, observance of widowhood rites, and denial of inheritance rights to women and girls on grounds of their sex and gender.
- **Domestic Violence:** This is a form of violent aggression that takes place within the domestic domain. It is usually perpetrated on a victim in a domestic relationship with the perpetrator, usually to the detriment of the victim. It involves intimidation and control ranging from physical, sexual, psychological, emotional, verbal and economic abuse, either used alone or in combination with the sole purpose of establishing and maintaining power and control over the victim. It can manifest in the form of wife battery, child abuse and neglect, child sexual abuse and exploitation, child labour, forced and early marriage, female genital mutilation or female circumcision, marital rape, widowhood practices, abandonment of wife and children without means of sustenance, etc. Domestic violence is regarded as a gender specific violence because it is usually targeted at women and girls.

3.2. Legal Framework Relating to Gender Based Violence

Chapter IV of the 1999 Constitution contains the bill of rights titled the *Fundamental Rights*. There are a number of sections in that chapter that are relevant for the protection of women against violence. For example, Section 33 guarantees the right to life while Section 34 provides for the right to dignity of human person and specifically prohibits torture, inhuman or degrading treatment including forced labour, slavery and servitude. Right to personal liberty is provided for under Section 35 while Section 42 prohibits discrimination on grounds of sex amongst others. These provisions in the Constitution entrenched as fundamental rights can be used in cases of violence and violations of women's human rights.

The Criminal and Penal codes contain elaborate provisions relating to sexual offences intended to protect young people and women victims of sexual abuses and exploitation, including rape. According to Section 218 of the Criminal Code “any person who has an unlawful carnal knowledge of a girl under the age of thirteen (13) years is guilty of a felony, and is liable to imprisonment for life, with or without caning”. Furthermore, any person who attempts to have unlawful carnal knowledge of a girl under the age of 13 years is guilty of a felony, and is liable to imprisonment for fourteen (14) years, with or without caning. Section 222A of the Criminal Code also provides that whoever, having custody, charge or care of a girl under the age of sixteen (16) years, causes or encourages seduction, unlawful carnal knowledge or prostitution of,

or commission of an indecent assault upon such a girl shall be liable to imprisonment for two (2) years. Section 358 also prescribes punishment for rape. Thus, “any person who commits the offence of rape is liable to imprisonment for life, with or without caning. Section 359 defines attempt to commit rape as a felony and attracts a punishment of 14 years imprisonment.

The Child Rights Act 2003 is the most comprehensive law on the rights of the child. The Act in its 278 sections deals with different issues aimed at protecting and guaranteeing the rights of children. Amongst its unique provisions is the establishment of family courts and a child justice administration system. It protects children from violence especially sexual abuse and exploitation.

The Trafficking in Persons Prohibition Law Enforcement and Administration Act 2003 prohibits and prescribes punishment for trafficking in persons, particularly women and children. It also establishes a National Agency for Prohibition of Traffic in Persons and other related matters (NAPTIP). The Agency has the responsibility for investigation and prosecution of offenders and the counselling and rehabilitation of trafficked persons. The Act contains a total of 51 sections. Sections 11 – 24 outlawed all manner and methods of trafficking/procurement of persons for prostitution, forced labour or culpable homicide and stipulates stiff penalties for breaching any of these sections.

In addition, some states in Nigeria have also enacted laws that prohibited violence against women, female genital mutilation (FGM), widowhood practices and other harmful traditional practices against women. Some of these states are Enugu, Edo, Anambra, Cross-Rivers, Lagos, Ekiti and Bauchi, among others.

The National Gender Policy (NGP), recognizing the inadequacies of some of the existing laws to protect women from domestic violence, recommends the eradication of all forms of gender-based violence and discrimination to ensure that women and men enjoy the same rights irrespective of their gender, age, ethnicity, religion and class.

The UN Declaration on the Elimination of Violence Against Women (DEVAW), adopted by the UN General Assembly in 1993, recognized violence against women as a human rights abuse. It identified violence against women as a manifestation of historically unequal power relations between men and women, which led to the domination and discrimination against women by men and to the prevention of the full advancement of women. Article 4 of the Declaration urged States to condemn violence against women and not to invoke any custom, tradition or religious consideration to avoid their obligations with respect to its elimination. Governments are also under obligations to develop penal, civil, labour and administrative sanctions in domestic legislation to punish and redress the wrongs caused to women who are subjected to violence.

The Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa in Article 2 requires state parties to combat all forms of discrimination against women through appropriate legislative, institutional and other measures. Article 4 prohibits all forms of VAW/trafficking and provides for mechanisms and accessible services for effective information, rehabilitation and reparation for victims of violence against women. Article 5 also provides for elimination of harmful practices and protection of women from all forms of violence, abuse and intolerance.

The CEDAW Committee on the Elimination of Discrimination against Women, General Recommendation 19 (11th Session, 1992) urged member states and the private sector to develop multidisciplinary and gender-sensitive approaches within the public and private entities that participate in the elimination of violence against women, especially through partnerships between law enforcement officials and the services that are specialized in the protection of women against violence. The recommendation also implored states to address the issue of VAW through gender-sensitive training of judicial and law enforcement officials and other public officials for the effective implementation of the Convention. Member states are further encouraged to conduct research and compile statistics on the extent, causes and effects of violence, and the effectiveness of measures to prevent and deal with violence against women.

The 1995 Beijing Declaration and Platform for Action were adopted unanimously at the Fourth World Conference on Women. The Declaration called for strategic action in 12 areas, one of which is ending violence against women. The Platform recognized that women may be vulnerable to violence perpetrated by persons in positions of authority in both conflicts and non-conflict situations and thus recommended training of all officials in humanitarian and human rights law and the punishment of perpetrators of violence acts against women.

The Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children adopted by the United Nations in 2000 declared that effective action to prevent and combat trafficking in persons, especially women and children, requires a comprehensive international approach to prevent such trafficking, to punish the traffickers and to protect the victims of such trafficking, by protecting their internationally recognized human rights.

3.3. The Nigerian Police and Handling of Gender Based Violence: The Problem

In Nigeria, domestic violence like wife battery is considered a normative order. Many, including the Police do not even consider it as a form of abuse. Thus, sometimes laws and legal procedures condone violence against women, allowing men to act with impunity in the name of exercising a "right" to discipline their wives. The Penal Code applicable to Northern Nigeria, Section 55 permits domestic chastisement of wives for corrective purposes.

The Nigeria Police Force, acting on what is termed 'cultural normative order' does not generally treat VAW/GBV as a threat to human dignity and rights, and as a gross violation of women's rights. Key findings emanating from the field assessments of the police handling of VAW/GBV in Nigeria are itemized below:

- Inadequacies of current legal provisions to address issues of gender based violence, particularly issues of domestic violence/wife battery and rape
- Inadequate requisite skills to handle issues of gender based violence by police officers
- Absence of modern technology to aid investigation and detection of gender based violence, especially rape (e.g. DNA/forensic technologies)
- Pervasive cultural norms that seem to validate wife battery as purely domestic issue rather than a criminal one
- Issues of gender based violence are often not given the required attention and seriousness in the police stations.

- Absence of relevant specialized structures and personnel to specifically handle cases of gender based violence (e.g. special police unit trained to handle GBV/VAW).
- Absence of gender desk units in most police stations across the country to handle gender issues
- Absence of resource allocations specifically targeted to fight gender based crimes
- There is often pressure on victims to withdraw charges when the perpetrator is a member of the family or a close associate of the family, thus hampering police investigation and prosecution.
- Access to specialists like psychiatrists, social workers and clinical psychologists are very limited for investigation and rehabilitation.
- Police stations often lack trauma centres and other facilities to support and to protect victims from perpetrators.
- Lack of success in convictions seems to negatively affect the confidence of communities in the justice system.
- Monitoring and evaluation of gender-based violence is seriously undermined by the non-availability of sex-disaggregated data and non-availability of GBV data. Inadequate information on GBV matters such as “grievous bodily harm”, “rape” and assault”, hampers monitoring and evaluation of GBV.
- Poor public image of the Nigeria Police Force to handle VAW/GBV.
- Absence of GBV training needs integrated into the Police Staff College and Academy curricular.
- Inability to integrate policing services with other services required by victims of GBV to increase access to legal, medical and psychological support services.

PART TWO:

**A GENDER POLICY FRAMEWORK FOR THE NIGERIA
POLICE FORCE**

CHAPTER FOUR

THE POLICY: THE FRAMEWORK, DECLARATIONS, GUIDING PRINCIPLES AND PRIORITIES

4.1. The Policy Framework

The Gender Policy for the Nigeria Police Force is formulated within the framework of the Nigeria Constitution which guarantees equality and right to freedom from discrimination; and the various global, regional, and national policy commitments to gender equality and women empowerment (including CEDAW; the Beijing Platform of Action; the MDGs; The Solemn Declaration on Gender Equality in Africa (SDGEA) The African Charter and its Protocols on the Rights of Women in Africa; and the Nigerian National Gender Policy amongst others). Considering the tides of time, and as a signatory to the global and regional legal instruments on gender equality and women empowerment, the Nigeria Government came up with the National Gender Policy (2006) which provides sectoral and institutional guidelines for achieving a just and gender-equitable society, with women and men contributing optimally to/benefitting from national development. Gender being a cross-cutting issue in development demands that each sector/institution and at all levels of governance, adapts and adopts the National Gender Policy (NGP). Thus, a Gender Policy for the Nigeria Police Force provides the ample opportunity to set guidelines for police operations within a gender responsive framework that allows respect for human rights, social justice, and the elimination of those acts that serve as threats to individuals and national security.

4.2. The Policy Declaration

The Nigeria Police Force recognizes the negative impacts of gender discrimination, sexual harassment, and other forms of gender-based violence on the society, and in particular on the institution of the Nigeria Police Force. Accordingly the NPF shall:

- i. Align with the National Gender Policy of the Federal Republic of Nigeria, as a legal framework and a platform for the adoption of a Gender Policy for the Nigeria Police;
- ii. See the emergence of a Gender Policy for the Police as a sure way to ensuring professionalism, effective policing, and excellent performance as gender balancing in the force evokes holistic achievement within the Police Organisation with women (alongside their male counterparts) performing as Principal Staff officers, Squadron Commanders, Operations officers, Commissioners of Police of Commands, among others.
- iii. Correct the present gender imbalances in the Nigeria Police Force (especially those relating to recruitment; welfare; training; transfers and placement; promotion; heading commands/other decision making positions);
- iv. Ensure that during recruitment at least a senior police woman shall be included in the Selection Board to enable a better assessment of women prospecting to be recruited into the Police Force.
- v. Build the capacity of female and male police officers to handle issues of Gender Based Violence, and train them on the existing laws relating to Trafficking in persons and Child's Rights Act among others, for effective prosecution of gender related crimes.

- vi. Engage in training and re-training of female/male officers on gender issues especially those officers manning the Juvenile Welfare Sections
- vii. Ensure that at least the 2 most senior female police officers are in the top management team of the NPF irrespective of ranking;
- viii. Ensure that training, promotion, and job enrichment normally emphasise talents and performance, but when necessary, some affirmative action shall be adopted to bridge noticeable gender gaps;
- ix. Allow women, like their male counterparts to head state Commands and other Formations without bias to their gender.
- x. Endeavour to train female Police Officers on arms drill and on how to bear arms as their duties increasingly require proficiency in musketry.
- xi. Cancel the policy of fixing a 'W' before the names of Police women, while the '0' before their Force Numbers should remain for ease of identification;
- xii. Allow light make-up for Police Women in uniform, while coloured nails, coloured hair extensions and dangling earrings are to be avoided.
- xiii. Allow the civilian spouses of female police officers to stay with their wives in the barracks and if a police officer is married to a police man, she should be entitled to rent subsidy
- xiv. Better equip the Juvenile Welfare Centre, and have its mandate expanded to include Child Care Sections and Family Protection Unit to be at par with UN standards, and ensure it is established in all Police Commands.
- xv. Modify the name of the Juvenile Welfare Centres to be Gender Units, to handle cases relating to children, juveniles, domestic issues and gender based violence.
- xvi. Engage in continuous training and re-training of officers in the respective Gender Units to acquire necessary skills to adequately and professionally handle cases of gender-based violence.
- xvii. Evolve special skills in treating the cases of human trafficking and sex work.
- xviii. Recognize the practical and strategic gender needs of male and female police officers e.g. recognition of 'parenting' as a core value in the NPF
- xix. Build structures within the Police Force to make reporting, and handling of violence against women more gender friendly, efficient, and effective
- xx. Keep adequate record/data of gender violence for appropriate policy actions
- xxi. Provide an enabling environment to give support to victims of gender-based violence /violence against women, and punishment for perpetrators
- xxii. Enforce the prohibition on the use of drugs, alcohol or any other intoxicating substance during official hours/duties (this is to indirectly reduce conditions which may predispose a police officer to engage in VAW or any other related misdemeanours, especially under influence of alcohol or substance abuse).
- xxiii. Strengthen collaboration with other stakeholders working in related areas of gender equality and women empowerment e.g. Ministry of Women Affairs; the Human Rights Commission; local NGOs; and Development Partners.

4.3. Guiding Principles/Philosophy

The policy is guided by the philosophy and general principles of human rights, gender equality, and women empowerment entrenched in International, Regional, and National laws and instruments. Specifically, the policy adopts/adapts the general guiding principles of the National Gender Policy of the Federal Republic of Nigeria (pg. 17) for the security sector (in particular, the police operations). The principles including:

- i. Promotion and protection of human rights, social justice and equity and elimination of gender stereotypes and discrimination in the Nigeria Police Force
- ii. Commitment to gender mainstreaming as a development approach which shall inform police reform agenda, value re-orientation, and institutional transformation of the Nigeria Police Force
- iii. Commitment to gender equality mainstreaming and women's empowerment in all Police engagements
- iv. Making gender analysis an integral part of all policy articulation, implementation and evaluation undertaken by the Nigeria Police Force, including the Police Act, Regulations, and Force Orders etc
- v. Transformation of the policy environment within which gender equity programmes are implemented and supported by adequate resources (financial and technical) and demonstrated political will.
- vi. Promotion of women empowerment principles in the Nigeria Police Force through bridging of existing gender gaps and achieving this through specific affirmative actions, which would no way be deemed discriminatory.
- vii. Zero tolerance to gender-based violence in the Nigeria Police Force.
- viii. Using the Policy to build on existing structures and practices and drawing from international experiences, best practices, and acceptable minimum standards.

4.4. Rationale for the Policy:

The Police Force is no doubt pivotal to the successful implementation of the National Gender Policy. It is therefore important for the Nigeria Police Force to mainstream gender concerns into its institutional framework. A Gender Policy for the Police Force provides the ample opportunity to set guidelines for police operations within a gender responsive framework that allows for respect for human dignity, social justice, and the elimination of those acts that serve as threats to individuals and national security.

Engendering the Nigerian Police Force allows the police to better appreciate the conflicting/competing interests in human society. Importantly, the Police Force has the mandate to protect all interests and all groups including women and other vulnerable groups (not just those of the most visible and privileged groups in the society”).

A gender blind legislation and/or policy could directly or indirectly condone gender-based violence against women, boys, and girls; gender inequality and exclusionary practices. Also, the equality of women and men in security matters is in accordance with international norms and instruments, such as UN Security Council Resolution 1325, and makes the structures of governance more representative of society's composition (see Box 3).

4.5. Policy Priorities

The policy priorities are derived from the assessment of the policy environment, the internal dynamics of the Nigeria Police Force and its socio-cultural environment. Traditionally, the Nigeria Police Force is a masculinised institution, with its core values skewed against women. With the recognition that gender concerns are now taken as an integral part of police reform, it is important to set out clearly the framework for instituting the policy priorities.

The NPF Gender Policy (NPFGP) shall address the following priority areas –

- i. Institutionalization of gender equality and women empowerment concerns in the NPF (i.e. using the National Gender Policy Framework to mainstream gender into the NPF);
- ii. Addressing the gender disparities in existing Police Acts, Regulations, and Force Orders;
- iii. Developing the capacity and skills of the NPF to handle gender-based violence and violence against women
- iv. Implementation and Institutional Strategies for the NPFGP; and
- v. Monitoring and Evaluation Frameworks for the policy.

BOX 3

Compliance with obligations under international laws and instruments

Integrating gender into national security policy-making is necessary to comply with international and regional laws, instruments and norms concerning security and gender. Key instruments include –

- The Convention on the Elimination of All Forms of Discrimination Against Women (1979)
- The Beijing Declaration and Platform for Action (1995)
- United Nations Security Council Resolution 1325 on women, Peace and Security (2000)

CHAPTER FIVE

POLICY CONCERNS, GOALS, OBJECTIVES, TARGETS & STRATEGIES

5.1. Policy Concerns:

By this policy, the Nigerian Police Force strives to achieve social, cultural, and ideological transformation in gender relations within the NPF as well as in the larger Nigerian society, through gender sensitive regulations and orders, and improved technical skills in gender mainstreaming and in the handling of gender-based violence.

The policy addresses the following concerns:

- i. Institutionalization of gender equality and women empowerment concerns in the Nigerian Police Force (NPF);
- ii. Gender disparities in existing Police Acts, Regulations, and Force Orders; and
- iii. The capacity and skills of the NPF to handle gender-based violence and violence against women

5.2. Policy Goal:

The overall goal of this policy is to eliminate all gender-based discriminatory regulations and practices within the Nigeria Police Force, and ensure that the Police Force as a major security organ of government can effectively deal with gender-based violence within the larger Nigerian society.

5.3. Policy Objectives

To achieve the overall goal of this policy, the following policy objectives are drawn:

- i. Institutionalize gender mainstreaming framework as a core value in the Nigeria Police Force;
- ii. Infuse into the Police Act/Regulations the principle of CEDAW and other global, regional, and national frameworks that support gender equality and women empowerment;
- iii. Reduce the current gender gap in the Nigeria Police Force, and make the Nigeria Police Force an equal opportunity employer; and
- iv. Build the capacity of the Nigerian Police Force to effectively handle cases of gender-based violence/violence against women.

5.4. Policy Targets and Strategies

Specific targets and strategies to achieve the policy objectives are itemized below.

5.4.1. Objective 1

Institutionalize gender mainstreaming framework and treat gender equality as a core value in the Nigeria Police Force

Targets:

- i. In line with the National Gender Policy (2006), a Gender Management System is to be established and operationalized by the Nigeria Police Force by 2012

- ii. Specific budgets shall be earmarked for gender mainstreaming in the Nigeria Police Force starting from 2012.
- iii. The Nigeria Police Force is declared an equal opportunity employer, with particular interest in maintaining a gender balance in the Nigerian Police force.
- iv. In line with the National Gender Policy, the Nigeria Police Force shall adopt at least a 35% for females in all recruitment exercises to fast track reduction in the present gender gap in enlistment in the Nigeria Police Force.

Strategies:

- i. Strengthen the capacity of the Nigeria Police Force to operate a gender responsive system through effective partnership with the Federal Ministry of Women Affairs and Social Development; and the Development Partners (e.g. UN WOMEN/UNFPA etc).
- ii. Build the capacity of all Heads of Commands and Units on how to adapt gender mainstreaming tools to achieve gender sensitive administrative and organisational functioning of the NPF.
- iii. Sensitize policymakers and all key actors in the NPF on their respective roles in engendering the Police Force
- iv. Develop specific Framework/Plans of action for the implementation of the Nigeria Police Force Gender Policy (NPFGP).
- v. Make recruitment into the Nigeria Police Force gender responsive/friendly; and pursue recruitment of women into the Nigeria Police Force with vigour.

5.4.2. Objective 2

Incorporate in the Police Act/Regulations the principle of CEDAW, AU Protocol on the Rights of Women in Africa and other global, regional, and national frameworks that support gender equality and women empowerment

Targets:

1. Review existing Police Acts/Regulations in line with the principles of gender equality and women empowerment as stated in relevant global (e.g. CEDAW/BPA/UNSCRWPS); regional (e.g. the protocol to the African Charter on the Rights of Women in Africa); and national (e.g. the Nigerian Constitution; the National Gender Policy etc) frameworks by 2011.
2. Repeal all gender-based discriminatory laws and regulations as contained in the Police Acts, Regulations and Orders by 2011. Some of these are itemized below -
 - a. Provisions to be **expunged** from the Police Acts include, but are not limited to, the following:
 - i. Section 121: outlines the general duties of women police².
 - ii. Section 122: restricts the employment of female police officers to duties, which are connected with women and children, and other general duties.
 - iii. Section 123: prohibits women police from drilling under arms.
 - iv. Section 124: mandates female police officers to apply for permission to marry, while the intending fiancé is also investigated for criminal records³

² Female police officers should be allowed to function beyond this prescribed area.

³ If this must hold, it must also be mandatory for male police officers and their spouses

- v. Section 125: disqualifies married women from enlisting in the police and stipulates that a police woman who is single at the time of her enlistment must spend two years in service before applying for permission to marry.
- vi. Section 127: prescribes discriminatory treatment of an unmarried police officer who becomes pregnant.
- vii. Section 128: prohibits female officers from wearing face powder, lipstick, and earrings while in uniform.

b. Police practices that need to be **abolished**:

- i. Non enlistment of married women into the Nigerian Police Force
- ii. Compelling women to stay 2 years on the job after enlistment before obtaining approval/permission to get married; while the intending fiancé is subjected to investigation and approval⁴
- iii. Expelling unmarried pregnant women from police training institutions or from the Force;
- iv. Women that marry civilians giving up their official residential accommodations in the barracks;
- v. Women not being allowed to carry arms;
- vi. Non disaggregation of data on police officers by gender
- vii. Disallowing female police officers to head State Commands and other police formations.
- viii. The use of alphabet ‘W’ against a Police Woman’s name and rank e.g. W ASP Mary Ojo;
- ix. The use of a different serial number for Police Women(e.g. female police officers being given special kind of A/P numbers to easily identify them as women)
- x. All forms of sexual harassment within the Police Force
- xi. Punitive posting of female police officers who fall into disfavour with a senior police officer (usually on issues amounting to sexual harassment and intimidations)
- xii. Prescribing limited training and restricted sphere of posting for female police officers

Strategies:

1. Adopt a gender sensitive language in all official documents and other forms of communication in the NPF.
2. Recognition and respect for the practical and strategic gender needs of male and female police officer (e.g. maternal/paternal roles are recognized and respected⁵).
3. Put in place a Gender Technical Committee to draw up a strategic implementation framework and plan of action for the NPFGP⁶.
4. Review existing Police Acts/Regulations/Orders and make appropriate recommendations to the Management

⁴ If this must hold, it must also be mandatory for male police officers and their spouses

⁵ The National Gender Policy presents motherhood/parenting as a national service and a social responsibility for all employers of labour to recognize and respect.

⁶ Expectedly, technical support will be provided by UN WOMEN and other Development Partners.

5.4.3. Objective 3

Reduce the current gender imbalance/gap in the Nigeria Police Force, and make policing attractive to women

Targets:

1. Design and implement a quota system (for a period of 5 years) to achieve a target of 35% women in the NPF by 2015. This will be in line with the National Gender Policy (2006) of at least 35% female representation in all decision making positions in the public institutions⁷.
2. At least the 2 most senior Female Police Officers are incorporated into the top management team of the NPF starting from 2012.
3. Establish gender sensitive criteria to guide recruitment, promotion, training, and other job enrichments for the Nigerian Police Force, thereby ensuring women equal representation through the ranks, and their participation in all levels of decision making positions.
4. Respect for human/woman rights principles, and the entrenchment of a gender responsive culture in the Nigerian Police Force.

Strategies:

1. To deal with the current gender imbalance in the NPF, more women should attract training opportunities, promotions, and other job enrichments that could help them qualify for top positions so as to improve the gender balance in top management positions in the Force.
2. Design a proactive campaign targeted at secondary schools and tertiary institution students; possibly an internship programme that would bring students closer to the police. A police open day that would show case activities of female police officers.⁸
3. Monitoring mechanisms should be in place to ensure compliance with equal opportunity recruitment criteria, and gender specific affirmative action to increase the quota of women in the Nigeria Police Force (especially in the top management positions).

⁷ See the National Gender Policy, 2006: - Objective 5, Target b. pp20.

⁸ Increasing the number of women in the Nigeria Police Force is expected to support more effective community relations, since a police service whose composition more adequately reflects the population it serves may result in greater legitimacy. It can potentially moderate extremes in the use of force, and above all, can result in a police service that responds effectively and with commitment to preventing abuses of women's rights. Having 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, efforts to recruit women must 'aim high' in the sense of seeking to attract large numbers of women to improve gender parity. Recruitment drives targeting women must avoid gendered divisions of labour and power that relegate women to the lower ranks and the least-valued tasks.

5.4.4. Objective 4

Build the capacity of the Nigerian Police Force to recognize and effectively handle cases of gender-based violence/violence against women both within the Nigerian Police Force, and in the larger Nigerian society.

Targets:

1. The Nigeria Police Force is equipped with the skills and capabilities to handle gender-based violence (including domestic violence; violence against women; and sexual harassment); and other general gender issues within the police force, and the larger Nigerian society by 2012.
2. The NPF has capabilities to provide adequate help, protection, support and justice to victims of gender-based violence by 2012.
3. Establish a GBV Accountability System such that there is an effective complaint receiving and processing mechanism in the NPF thereby ensuring response to GBV within the police and in the larger Nigerian society.
4. Gender-based violence/violence against women (especially sexual harassment) is eliminated from the Nigerian Police Force.
5. Educate and sensitize all stakeholders on the centrality of having gender equality and women empowerment principles as a core value within the NPF.
6. Zero tolerance for sexual harassment and GBV in the Force.

Strategies:

1. Include Gender Issues (e.g. gender relations, human trafficking, and sex work, gender-based violence) in the curricula of Police Training Colleges and all other short-term training/lectures, including workshops, seminars, special lecture series, newsletters, NPF Website etc
2. Build structures within the Police Force to make reporting, and handling of gender based violence more gender friendly, efficient, and effective.
3. Establish a Gender-Based Violence Unit in all police formations to provide information to victims and perpetrators of GBV; an enabling environment to give support to victims of gender based violence /violence against women: and punishment for perpetrators⁹
4. The NPF shall apply special skills in treating the cases of gender based violence and other related gender issues e.g. human trafficking and sex work.
5. The NPF shall strengthen collaboration with other stakeholders working in related area of gender equality and women empowerment e.g. Ministry of Women Affairs; Ministry of Justice; the Human Rights Commission, NAPTIP etc.
6. Regular audit of the NPF by Experts to document progress and extent of use of the NPFGP.

⁹ This process may involve operating system and mechanisms, such as provision of medical attention to the victims; referrals to shelters/NGOs with supportive services; modern gadgets and technologies for recording and reporting complaints of victims of GBV; provision of Toll Free Hotlines for GBV victims (in particular victims of rape and sexual assaults; provision of logistics and infrastructures for GBV Units in the police stations; Counselling and Treatment Programme for victims and perpetrators of gender-based violence etc.

7. Draw up criteria of what constitutes sexual harassment within the NPF, and line of reporting and dealing with sexual harassment within the Force.
8. The NPF will prosecute cases of gender-based violence and present an annual report
9. Public enlightenment and advocacy for zero tolerance to gender-based violence; and improved knowledge on the consequences of gender-based violence on individuals and the society at large.

CHAPTER SIX

CORE IMPLEMENTATION STRATEGIES FOR THE POLICY

To achieve the overall policy goal, a number of implementation strategies are identified, while institutional mechanisms for achieving policy targets and strategies are itemized as listed:

1. Adopting for the NPF the Institutional Framework for Gender Mainstreaming as spelt out in the National Gender Policy (2006).

To achieve the overall policy goal, the NPF GP shall adopt the Gender Management System projected in the National Gender Policy (2006: pp.28-29). This calls for a 'system-wide approach' to gender mainstreaming in the NPF which will necessitate –

- a. Identifying the general functions of all collaborating Institutions within the NPF as relating to the NPF GP;
- b. Developing a Gender Mainstreaming Framework for the NPF;
- c. Putting in place a Gender Management Committee to direct the institutionalization of gender equality and women empowerment as a core value within the NPF.

2. Awareness Creation/Sensitization and Advocacy

Findings of the fieldwork assessment show that many officers of the Police Force do not have much knowledge on the key gender issues within the NPF; neither do they have a good understanding of key gender concepts. It is therefore important to expose all police personnel to key gender concepts and their relevance for the police work e.g. gender discrimination; gender-based violence/violence against women, sexual harassment, domestic violence, rape, human trafficking, sex work etc.

The success of this policy lies with the extent of support given by the NPF management, and senior officers of the Police Force (especially men). It is therefore important to specially carry out advocacy activities amongst the NPF management and the senior officers of the NPF.

Sensitization and advocacy activities should target the entire Nigerian Police System i.e. The Police Headquarters, Divisions, and Commands; The Federal/State Ministry of Police Affairs; the Police Service Commission, among others.

3. Reform of Existing Acts/Regulations/Orders and Practices:

It is important to add gender equality and women empowerment agenda to the current police reform drive going on in the country. To achieve a zero tolerance for gender discrimination, and gender-based violence within the NPF, the existing Police Acts/Regulations/Orders and Practices would need urgent review, and the obsolete sections expunged.

4. Value Re-orientation and Gender Equality/Women Empowerment as a Core Value within the NPF:

Gender inequality is as old as the human society. It is therefore expected that there will be a natural resistance to a gender equality and women empowerment agenda (often seen as culturally threatening). It is therefore important to give more attention/time to target intervention programmes that would help adults to make necessary adjustments to embrace gender equality and women empowerment principles considering its ‘dual agenda’ i.e. benefits to individual women and men; and as an integral part of sustainable national development.

5. Capacity Building and Skill Development:

It is important to build the capacity of the Nigeria Police Force at two levels, viz:

- i. skill in gender mainstreaming as an administrative tool;
- ii. specific skills in core gender areas e.g. handling of gender-based violence/sexual harassment both at institutional and societal levels; handling gender issues in human trafficking, and sex work etc.

To redress the gender imbalance in the NPF, and to establish gender equality and women empowerment as a core value in the NPF, all Police Personnel must be in tune with the technical demands of gender mainstreaming into NPF institution and functions. More importantly, a critical mass of gender sensitive officers/gender advocates must be instituted to champion this course of change in the NPF. This critical mass must be equipped with the requisite technical skill to bring about the desired change for the achievement of gender equality.

6. Research, Data Management, and Evidence Based Planning:

The dynamics of gender relations and its impact on socio-economic and human development are better understood and supported when they are based on evidence. Presently, the NPF has a dearth of data on gender issues and gender dynamics within the NPF. Policy makers are likely to support the drive for gender equality and women empowerment when these are based on data and evidence which are usually provided by research outcomes. A core element of the NPFGP will also be to engage in vigorous gender research in the Police Force, and data generated for policy change. Also, it is important for the NPF to embrace the tradition of keeping gender statistics such that it becomes easier to use existing data to generate evidence and/or discourse on gender issues in the NPF.

7. Human/Woman’s Rights Protection:

Section 4 of the Police Act¹⁰ states that the NPF was established for the prevention and detection of crime, apprehension of offenders, preservation of law and order, the protection of life and property and due enforcement of all laws and regulations with which they are directly charged and perform such military duties within or without Nigeria as may be required of them by or under the authority of any other Act.

As a signatory to many of the UN Declarations on Gender equality and women empowerment (e.g. CEDAW; BPFA etc) Nigeria is bound to protect women’s rights and gender equality

¹⁰ CAP 329 LFN 1990

principles. Also, the Constitution of the Federal Republic of Nigeria 1999 (Section 42 (1) prohibits discriminatory treatment based on *ethnic grouping, place of origin, sex, religion or political opinion*

In 2006, the Federal Government of Nigeria developed a National Gender Policy which has as goal, to *'build a just society devoid of discrimination, harness the full potentials of all social groups regardless of sex or circumstance, promote the enjoyment of fundamental human rights and protect the health, social, economic and political well being of all citizens*'

The Nigeria Police Force has a duty to ensure the maintenance of law and order based on the aforesaid; while it is also accountable for its own actions, and to exhibit a greater respect for human/woman's rights principles. The NPF is one of the foremost institutions charged with the protection of human/woman's rights.

8. Networking and Coordination

The gender equality and women empowerment agenda requires a multi-sectoral cooperation because of its cross-cutting nature. In its gender-based reforms, NPF would need to partner and network with stakeholders within and outside the NPF to bring about desired outcomes. Such networks include:

- i. Collaboration within NPF institutions to bring about desired results (e.g. the Police Headquarters and State Commands; the Federal/State Ministry of Police Affairs; and the Police Service Commission etc);
- ii. Networking with line ministries (e.g. Federal/State Ministries of Women Affairs /Social Development, Education, Justice and Health); as well as other government departments and agencies such as the Human Rights Commission and NAPTIP
- iii. Networking with Civil Society Organisations especially those working in local communities on issues of rights, social justice, and gender-based violence (especially those providing therapeutic counselling, shelter and succour to victims).
- iv. Working with community leaders (men and women) to institute gender concerns in a community-based policing initiative

To be effective, the policy requires effective coordination both at the institutional and service delivery levels. It is therefore important to institute a coordinating framework for the NPFGP, which consists of:

- A Gender Desk Officer in each department /unit within the NPF institutions (both at the federal and state levels);
- A Gender Critical Mass¹¹ (made up of the various Gender Desk Officers in the various departments/units or divisions); and
- A Gender Management Committee vested with the overall responsibilities of implementing this policy within the NPF institutions.

¹¹ This is a resemblance of a Technical Committee responsible for gender related operational duties and mandates

9. Gender Budgeting/Financing the Policy

Without adequate financing and budgetary allocations for the implementation of this policy, most of the objectives might not be fulfilled. It is therefore important to provide adequate budgetary allocations for the implementation of the NPFGP.

It is important that gender budgeting becomes part of the gender balancing mandates of the NPF, while specific budgetary allocations are provided annually for specific gender-focused/women empowerment initiatives, gender is mainstreamed into the general activities/functions of the NPF.

The implication of gender budgeting must be clearly understood by the entire management of NPF, with gender budgeting principles imbibed in its service functions and roles.

10. Impact Assessment, Monitoring and Evaluation

The impact assessment of the NPFGP is to be carried out on a routine basis (preferably yearly). This allows the documentation of 'what went well' and 'what went wrong' with the policy, and the extent to which the policy meets the needs of men, women, girls, and boys. The assessment process also helps to document the extent to which the policy fulfils its identified objectives.

CHAPTER SEVEN

INSTITUTIONAL AND OPERATIONAL FRAMEWORKS

7.1. Establishing a Gender Management System for the Policy

A major step in operationalizing this policy is to create a coordinating unit for the engendering process of the NPF; that is a Gender Management System suitable for the NPF. This will be undertaken using the 4 categories identified in the National Gender Management System (see the National Gender Policy, 2006: pp.27 Figure 3.1).

The NPF Gender Management System would involve the following institutional mechanisms and processes:

7.1.1. Creating Enabling Environment for the Policy

This will involve actions geared towards:

- i. Establishing political will for the policy through sensitization and advocacy engagements with NPF management and senior police officers
- ii. Creating champions for the institutionalization of the policy
- iii. A vigorous push for the acceptance of gender equality and women empowerment as a core value in the NPF
- iv. Legislative and administrative support for the policy
- v. Support from Development Partners and the Civil Society Organisations to ensure the success of the NPF Gender Policy
- vi. Provision of adequate human and financial resources for the implementation of the policy.

7.1.2. GMS Structures:

The following structures must be put in place for the sustainability of the policy –

(a) Federal Level:

- i. Creation of a National Gender Management Committee chaired by the IG.¹²;
- ii. Creation of a Gender Critical Mass (a technical committee charged with the day to day functions of engendering the NPF);
- iii. Establishment of Gender Desk Officers in the respective Departments; and
- iv. Establishment of a Gender Unit under the IG's Office.

¹² The same membership as with the NPF Management Team, but with the 2 most senior female police officers handpicked to serve in this committee (where there are not up to 2 females in the NPF Management Committee). It is expected that representatives of related institutions (e.g, Police Service Commission) can be members of this Committee

(b) Zonal/State Levels:

- i. Creation of a Zonal/State Gender Management Committee chaired by the AIG/Commissioners of Police;
- ii. Creation of a Gender Critical Mass (a technical committee charged with the day-to-day functions of engendering the NPF);
- iii. Establishment of gender desk officers in the respective departments at zonal/state levels
- iv. Establishment of a Gender Unit under the AIG/Commissioner of Police's Office

(c) Area/Divisional Levels:

- i. Creation of a gender critical mass with overall implementation functions.
- ii. Establishment of gender desk officers for each area/divisional offices.
- iii. Establishment of a Gender Unit within the Area Command/Divisional office

(d). Community Level:

Where community policing is encouraged, police could work with community based Gender Critical Mass made up of community opinion leaders (men, women, boys, and girls) adjudged to be good representatives of their respective communities, and with the spirit of volunteerism and community service).

7.1.3. GMS Processes

To achieve the policy goal, the following processes must be undertaken:

- i. Setting up GMS structure and mechanisms;
- ii. Draw up a Strategic Implementation Framework/Action Plan for the Policy;
- iii. Effective coordination of the Strategic Implementation Framework and Action Plan.

7.1.4. GMS Mechanisms/Strategies

These include:

- i. Use of gender mainstreaming as a methodological tool/administrative tool for engendering the NPF;
- ii. Gender training and education across the police ranks, and in particular for the Gender Critical Mass.
- iii. Strengthening the Management Information system to better present gender issues and concerns to the police personnel
- iv. Monitoring and Evaluation of process.

7.2. Institutional Framework for the Policy/Roles and Responsibilities

The Gender Management System provides the framework for institutionalizing the policy, and determining roles and responsibilities. However, the different administrative and operative arms of the Nigerian Police Force have specific institutional roles and functions to perform in the process of implementing the NPF GP (see Tables 2 & 3 for details)

7.2.1. Creation of Gender Mainstreaming Units and Committees

To achieve policy objectives and the implementation of this policy, it is required that the following units be created:

a. A Gender Unit within the NPF

This unit shall have the overall function for the implementation of the policy at the national/zonal/state and area/divisional levels. The unit will be responsible for a 'performance appraisal' of the policy to ensure regular review of the status of the policy. This Unit should be preferably located within the Administrative Unit (at the Federal/Zonal /State and Area/Divisional offices) with the following terms of reference:

- i. Overseeing the implementation of the Policy;
- ii. Ensuring feedbacks to the Senior Management /Gender Management Committee in respect of policy implementation plans and strategies;
- iii. Putting in place capacity building plans for officers in the area of gender issues and gender-based violence etc.
- iv. Evaluating the progress made and challenges faced in the course of implementing the policy;
- v. Working with Federal/Zonal/State and Area/Divisional Institutions of the Police Force to ensure compliance/ implementation of policy;
- vi. Ensuring coordination within Federal/Zonal/State and Area/Divisional Institutions on the implementation of the policy (at the Federal level: the Police Headquarters; the Federal Ministry of Police Affairs; and the Police Service Commission; and at the Zonal/State level, working with the Area/Divisional Offices and the Local Communities).
- vii. Providing administrative support to both the Gender Management Committee and the Gender Critical Mass
- viii. Preparing and circulating fact sheets on the implementation activities of the Gender Policy within the Force.
- ix. Reporting quarterly to the Gender Management Committee at the National/Zonal/State levels.
- x. Ensuring that gender is an integral part of every aspect of police policies and practices

b. Gender Critical Mass

This is a technical committee charged with a system wide gender mainstreaming function. It is made up of representatives from each department, who collaborate with the Gender Unit to ensure successful gender mainstreaming within the system. This technical committee is established at the Federal, Zonal/ State and in the Area/Divisional offices

c. Gender-Abuse Disciplinary Committee

This is proposed to be situated within the Police Service Commission with the following Terms of Reference:

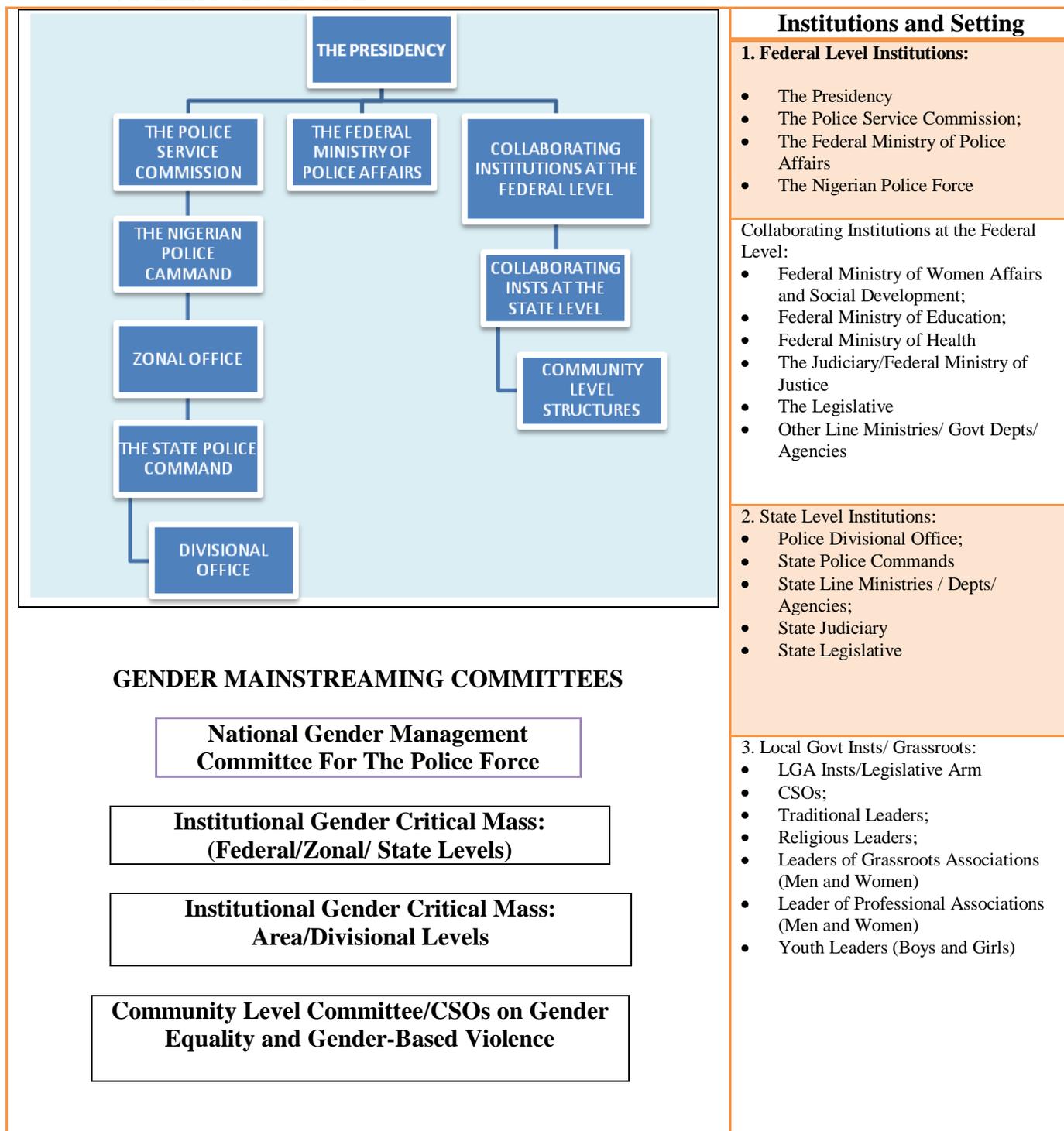
- i. To impose sanctions and discipline on erring officers of the Force found guilty of gender abuse;

- ii. To receive complaints from officers and the public on allegations of gender abuse and discriminations.
- iii. To monitors compliance with the NPF Gender Policy by all police institutions

d. Community Level Committee on Gender Based Violence and Gender Equality:

As the Nigeria Police Force improves its working relationships with the grassroots, especially in the area of gender-based violence, it is important to create community level structures that could help monitor and facilitate community response to GBV and gender equality issues. This committee is to be constituted with members representing all interest groups in target communities, including women, youths, and other vulnerable groups.

TABLE 2: FRAMEWORK FOR THE INSTITUTIONALISATION OF GENDER POLICY FOR THE NIGERIA POLICE FORCE



**TABLE 3: INSTITUTIONAL ROLES AND RESPONSIBILITIES FOR THE NPF
GENDER POLICY**

DOMAIN OF OPERATIONS	FUNCTIONS OF EACH DOMAIN	SPECIAL COMMITTEES & THEIR FUNCTIONS
FEDERAL LEVEL:		
1. Nigeria Police Force - Has overall responsibility for the implementation of the NPF Gender Policy	i. Facilitate the approval and adoption of policy (important to agree on goals and targets); ii. Set up a National Technical Gender Committee to facilitate implementation of policy, & monitoring and evaluation of policy impact; iii. Agree on Gender Equality Specific Indicators iv. Facilitate engendering of Police Training Curriculum; v. Adopt the creation of Gender Critical Mass at different institutional points vi. Mainstream gender equality into existing Police Acts/Regulations/ Order etc. vii. Embrace gender equality and women empowerment as a core value in the NPF viii. Set aside budgets for policy implementation ix. Support for capacity building /training programmes for the entire Police Force in the area of Gender issues/Gender mainstreaming/ Gender-based violence x. The Police Service Commission should be given the overall function of sanctioning violators of the NPF Gender Policy and for receiving complaints from officers and the public on issues of gender abuses within the Police Force etc. xi. The Police Service Commission should develop a Code of Conduct on sexual harassment and Abuse for the NPF, and ensure compliance	1. A National Gender Management Committee for the NPF: i. Membership: - Membership from all the major police institutions at the Federal Level – the NPF; The Federal Ministry of Police Affairs; and the Police Service Commission ii. Functions: *Set policy goals and targets *Coordinate implementation of policy; *Monitor policy impact and evaluate *Facilitate institutional support for the policy including budgetary allocations and human resource./ other logistic supports * Develop a Strategic implementation plan (to be adopted at institutional levels) 2. Gender Critical Mass i. Created at institutional level (i.e. each institution is supposed to have its own GCM) ii. Implements the Strategic Implementation Plan for the NPF at institutional level; iii. Monitors and evaluates policy at the institutional level; iv. Activities are coordinated by the Gender Unit within Federal/State Police Force respectively 3. A Gender-Abuse Disciplinary Committee - situated within the Police Service Commission; -Clear guidance on what constitutes gender abuse/ harassments and gender discrimination; -clear procedure on reporting complaints -Sanctions on defaulters (reprimands, reduction in Rank etc)
2. Federal Ministry of Police Affairs -Provides infrastructural and logistics supports to the Police to implement the Gender Policy		
3. Police Service Commission -Receives annual report from the NPF on policy implementation and makes recommendations as appropriate		
DIVISIONAL/ STATE LEVEL		
1. Divisional Office - Provides leadership to the State level Gender Technical Team; Facilitate the implementation of policy at the state level;	i. Set up a Technical Gender Team to facilitate implementation of policy, & monitoring and evaluation of policy impact at the State level	1. Divisional Gender Management Committee: i. Membership: - Membership from all the States Police Commands in the Division; ii. Functions: *Set policy goals and targets *Coordinate implementation of policy; *Monitor policy impact and evaluate *Facilitate institutional support for the policy including budgetary allocations and human resource./ other logistic supports * Adopt the National Strategic implementation plan for the Division
2. State Police Commands - Adopt the creation of Gender Critical Mass at different institutional points	i. Mainstream gender equality into existing Police Acts/Regulations/ Order etc. ii. Embrace gender equality and women empowerment as a core value in the NPF iii. Set aside budgets for policy implementation iv. Support for capacity building /training	2. State Gender Critical Mass i. Implement the NPF Gender Policy Strategic Implementation Plan for the State; ii. Monitor and evaluate policy at the state level;

	programmes for the entire Police Force in the area of Gender Issues/Gender v. Mainstreaming/ Gender-based violence etc.	
COMMUNITY LEVEL		COMMUNITY LEVEL
1. Civil Society Organisations - provides shadow report on the state of gender abuses/gender-based violence in the country	i. CSOs to work with LGAs to create Gender Critical Mass at the grassroots level (especially in communities with recorded high rate of gender abuse and gender –based violence) ii. Monitor, and report cases of gender –based violence for treatment of victims and for the prosecution of perpetrators etc. iii. LGAs to make budgetary allocations for programmes/interventions relating to gender – based violence (especially in the area of treatment and care of victims; and prosecution of perpetrators) iv. Community leaders to serve as important resource in the change process (i.e. achieving gender equality and women empowerment in the local respective communities)	Community Gender Critical Mass: i. Membership: - CSOs - Community Leaders (Men and Women) -Representatives of Women/Men Associations - Representatives of LGA Staff; - Representatives of the Police Command in the State/LGA ii. Functions: -Monitor and report cases of gender –base violence -Prosecute perpetrators of gender –based violence and other forms of gender abuse; -Facilitate programme interventions in the area of gender – based violence and other forms of gender abuse etc.
2. Women’s Groups/ Associations -voice and accountability on gender-based violence in the local communities		
3. Community leaders - Traditional leaders; - Religious leaders; - Other Opinion leaders		
PARTNERSHIP AND NETWORKING		
1. Ministry of Women Affairs (at both the Federal and State levels)	-The Federal Ministry of Women Affairs shares existing best practices in other sectors with the NPF Gender Technical Committee; and -Provide support to the NPF Gender Working Group as may be required in the process of implementation and skill building in gender mainstreaming	
2. Ministry of Education at both the Federal and State Levels	-NPF partners with the Ministry of Education to introduce to school leavers (especially girls) career in Policing	
3. Ministry of Health (at both the Federal and State levels)	Ministry of Health provides technical support to NPF where necessary in investigating cases of gender abuse and gender –based violence e.g. rape and other sexual assaults	
4. Ministry of Justice (Federal/State levels)	The Judiciary remains an important organ in instituting gender justice. It is important to build their capacity in gender sensitivity and gender justice.	
4. The Mass Media	Functions: -To partner with the NPF in sensitizing the public about the ills of gender abuse and gender-based violence; -Be a mouth piece of gender equality and women empowerment principles and practices -Feature Television and Radio Programmes that speak against gender-based violence; -Publicize ‘shelters’ programmes for victims of gender –based violence; -Carry news on police reforms in the area of war against gender-based violence as contained in the NPF Gender Policy	
5. Development Partners: -UN WOMEN -UNFPA -UNICEF Others: - DFID - CIDA	. Technical support for policy implementation/monitoring and evaluation; ii. Technical support for capacity building for the police force in the area of gender education and curriculum development for police colleges. iii. Sensitization and Advocacy for the Policy with policy makers iv. Support for engendering Policy Acts/Regulations/Orders etc.	

CHAPTER EIGHT

CONCLUSIONS AND NEXT STEPS

8.1. Conclusions

This policy sets forth a framework for integrating gender analysis, gender mainstreaming, and women empowerment within the Nigerian Police Institution. This is in line with global, regional, and national policy environment which embraced gender equality and women empowerment principles in policy and planning for sustainable human development, and with total respect for fundamental human rights and social justice (including gender justice).

The Gender Policy for the Nigeria Police Force has a number of strategic directions, with the following six presenting an overarching influence -:

- i. Institutionalize gender mainstreaming framework as a core value in the Nigeria Police Force
- ii. Incorporate in the Police Act/Regulations the principle of CEDAW and other global, regional, and national frameworks that support gender equality and women empowerment
- iii. Build the technical capacity of NPF and its management in gender analysis and planning; and to effectively handle cases of gender-based violence/violence against women;
- iv. Reduce the current gender gap in the Nigeria Police Force, and make the Nigeria Police Force an equal opportunity employer
- v. Promote the use of sex-disaggregated data, and gender statistics within all Nigerian Police Institutions
- vi. Establish accountability procedure for the implementation of the Gender Policy i.e. coordination, networking and monitoring

8.1.1. Gender Mainstreaming as a core value in the Nigeria Police Force

Gender mainstreaming remains a core concept in engendering the Policing Institution in Nigeria. It helps set the tone for conducting a gender gap analysis to monitor any form of gender discriminations both at the level of policy and practice, and importantly to assess the impact of interventions on both men and women. Important prerequisites for such assessment are the production of gender /sex disaggregated data and/or gender statistics, subsequent to which the following questions are easily answered -

- i. What are the key gender issues? i.e. gender gaps.
- ii. What are the gender dimensions of these issues?
- iii. What are the negative impacts of neglecting such gender issues?
- iv. What different impacts can this have on the lives of male and female police officers; and the community - men and women; boys and girls
- v. Are these gender dimensions captured as important issues for action?
- vi. What are the specific action(s) taken? i.e. Gender mainstreaming goal/objectives
- vii. What gender sensitive indicators are identified and what milestone (s) intended?
- viii. What gender equity/equality outcomes are intended?
- ix. Who gains or losses by this action?

- x. Are the intended goals SMART? (specific, measureable, achievable, reliable, and time bound)
- xi. Is there any institutional support for Gender Mainstreaming Unit and its activities?

8.1.2. Review of Existing Police Act/Regulations/Orders

The extent to which this policy is able to achieve its intended goals and objects will likely depend on the quick response to the call for a review of the existing Police Act/Regulations/Orders from a gender perspective. This is because the police institution is controlled by these orders and regulations, usually obeyed to the last letter.

The Gender Policy calls for a major shift in the treatment of matters relating to the reproductive roles of male and female police officers (including marriage obligations, pregnancy, and maternity), as the existing Police Act/Orders/Regulations almost present these as non-compatible to police work. It is therefore envisaged that the proposed Gender Policy will help institute a gender friendly police force, with total respect for the biological function of child birth and child rearing. By this, it is expected that the biological differences between men and women will be celebrated rather than abhorred.

By this Policy, it is expected that the NPF will provide a balance between family life and life within the police force, while child bearing is seen as a national service, for the future of Nigeria is the future of its children. The NPF may therefore embrace family friendly policies such as flexible hours for female officers with infants; provision of protection for pregnancy and maternity especially during training and operations; provision of crèches; and more attention paid to occupational health and safety among others.

8.1.3. Capacity building for the NPF in Gender Analysis/Planning and GBV

A major prerequisite for achieving the objectives of the NPF Gender Policy is to commit to building the technical capacity of NPF management who has the overall responsibilities for engendering the police institution. This may start with the members of the various Gender Committees identified in the institutional framework (i.e. at the federal, state, and local/grassroots levels). While it is important to target the senior officers who are more involved with management duties, it is also important to send this wave of change through the rank and file, if gender respect is to become a core value for the police, and GBV is to be reduced on a large scale.

8.1.4. Promote Gender Equality Values

As the NPF becomes an equal opportunity employer, it is assumed that more women would be recruited into the Nigeria Police Force, while roles and responsibilities within the force will be determined by expertise and experience rather than by gender. This will result in better use of talents. To achieve this, it is assumed that the NPF will put in place both short and long term strategies in the areas of recruitment, promotion, training, and other administrative procedures which in the past failed to take recourse on gender disparities.

8.1.5. Promote the Use of Sex-Disaggregated Data, and Gender Statistics for NPF Institutions:

Research and documentation of gender data are new in this sector. In order to monitor change and to be accountable for change, it is important to institutionalize more research interest on gender issues within the Nigerian Police Force, while all administrative and operational data are sex/gender disaggregated.

8.1.6. Establish accountability procedure for the implementation of the Gender Policy:

A system of coordination, networking and monitoring of policy implementation and impacts are better established when roles and responsibilities are clear; and backed up with infrastructural support, including budgets, physical infrastructures, and human resource. It is important to allocate budgets to implement the policy and to create requisite offices/units with full responsibility for implementation, monitoring, and evaluation. It is important that the NPF networks with other relevant institutions to bring about the intended change in this sector.

8.2. Next Steps

Following the validation and adoption of this policy, it is proposed that the following next steps are considered as priorities:

- i. Setting up a technical committee of experts to develop ‘A Strategic Framework for the Implementation of the NPF Gender Policy with Action Plans’ (i.e. within the first 6 months of the adoption of this policy by the top management of the Nigeria Police Force);
- ii. Publication and dissemination of the NPF Gender Policy to policy makers/strategic stakeholders;
- iii. Setting up the requisite for implementation of the NPF Gender policy;
- iv. A review of curriculum for police training institutions from a gender perspective;
- v. A review of the NPF Gender Policy at the end of every 5 years following the adoption and publication of this policy.
- vi. Development of a Gender Policy for each of the other national security institutions such as: The Armed Forces (The Army, Navy and the Air Force); Customs; Immigration; Road Safety; NDLEA (Nigeria Drugs Law Enforcement Agency); and the Nigerian Security and Civil Defence Corps.; The Nigerian Prison Service amongst others.

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Annex 1: Distribution of the Nigerian Police by Gender and By Ranks – July 2010

RANK	MALE	MALE %	FEMALE	FEMALE %	TOTAL
IGP	1	100.00	0	0.00	1
DIG	6	100.00	0	0.00	6
AIG	17	95.50	1	5.50	18
CP	84	98.80	1	1.20	85
DCP	129	94.16	8	5.83	137
ACP	367	94.59	21	5.41	388
CSP	970	94.36	58	5.64	1,028
SP	1,550	92.76	121	7.24	1,671
DSP	3,088	95.37	150	4.63	3,238
ASP I	6,951	94.80	381	5.20	7,332
ASP II	4,646	95.97	195	4.03	4,841
INSPR	23,217	95.84	1,007	4.16	24,224
SGT	39,764	91.06	3,904	8.94	43,668
CPL	53,227	86.92	8,013	13.08	61,240
PC	120,950	84.45	22,268	15.55	143,218
TOTAL	254,967	87.60	36,128	12.40	291,095
SENIOR OFFICERS (ASP II TO IGP)	17,809	95.00	936	5.00	18,745
JUNIOR OFFICERS (CONSTABLES TO INSPECTORS OF POLICE)	237,158	87.10	35,192	12.90	272,350

Source: Nigerian Police Head Quarters, Abuja: July, 2010

Appendix 1: Situation Analysis of Gender Issues in - Police Act Cap P19; The Nigerian Police Force Orders; Force Directives; Force Administrative Instructions

A GENDER PERSPECTIVE REVIEW OF DOCUMENT	
GENDER ISSUES IN THE DOCUMENT	SPECIFIC GENDER GAPS/ DISPARITIES
<p>Language:</p> <p><i>Language used in the documents exhibit gender insensitivity.</i></p>	<p><i>Officers and rank and file continually referred to as ‘he’ or men. e.g.</i></p> <p><i>-Police Act, No 316 (Duties of CP for a State Command) states: ‘The CP ...shall be charged with the command and administration of the ...to which he is appointed..’</i></p> <p><i>-F.O. No.60 (for Traffic Training Course) states: ‘Candidates selected should be men of intelligence...’</i></p>
<p>Recruitment :</p> <p><i>Conditions/qualifications for enlistment discriminatory against women.</i></p>	<p><i>Married women are disqualified from enlistment into the NPF e.g. Police Act 118. (under Qualifications for women candidates for enlistment) states: ‘Marital Status – must be unmarried’</i></p>
<p>Training and Posting.</p> <p><i>-Discrimination against female officers by prescribing limited training and restricted sphere of posting for police women.</i></p> <p><i>-Different sections created in documents to prescribe conditions/limitations to police women.</i></p>	<p><i>Police Cap 121-123; F.O. No 30 and FAI No 23 (under Enlistment; General Duties; and Miscellaneous Conditions of Service) states:</i></p> <p><i>-Women P.O. shall ... be employed on duties which are connected with women and children’</i></p> <p><i>-Women P.O. recruited to General Duties Branch are restricted to clerical, telephone and office orderly duties.</i></p> <p><i>-Women P.O. disallowed from drilling under arms or taking part in baton or riot exercises.</i></p> <p><i>- Woman P.O. disallowed from heading operations</i></p>

<p>- Discrimination in the provision for accompanying family members of P.O. attending refresher courses.</p>	<p>-F.O. No 135 – (under Refresher Course Schools) states ‘Personnel attending refresher courses may be accompanied by their families ... one wife, three children and one servant’.</p>
<p>Marriage, Pregnancy and Child Birth. Regulations/conditions discriminatory against women.</p>	<p>Police Act.No.122-127; F.O.No.30; and F.A.I. No. 23.</p> <p>-married women disqualified from enlisting in the P.O.</p> <p>-woman P.O. must apply for permission to marry giving particulars of fiancé.</p> <p>-must have spent three years before application for marriage.</p> <p>-fiancé must be investigated and cleared before permission is given</p> <p>-married and pregnant women P.O. may be granted maternity leave in accordance with the General Orders.</p> <p>-an unmarried and pregnant woman P.O. shall be discharged from the force and shall not be re-enlisted except with the approval of the I.G.</p> <p>-married woman P.O. shall not be granted any special privileges by reason of marriage and shall be subjected to posting as if she were unmarried.</p>
<p>Discriminatory regulation on dressing and nomenclature Regulations/conditions discriminatory against women.</p>	<p>i) Over regulation of the dressing of police women on duty. Police Act No. 128 prohibits police women from:</p> <p>- putting on jewellery except wedding or engagement rings and /or wristwatches.</p> <p>- applying face powder, lipstick or coloured nail varnish.</p> <p>- dressing hair to fall over uniform (hair to be tucked under cap).</p> <p>ii) Police Women :</p> <p>-required to place the alphabet ‘W’ before their rank.</p>

	-given special kind of A/P numbers to easily identify them as women.
Gratuities and Pensions. <i>Discrimination in the provision for payment to family.</i>	<i>As stated in regulation, provision was made for payment only to 'wife' or 'widow'. No reference to spouses (husbands) of Women P.O.s (see Force Order No. 92, 2(ii) and 2(iv) a,b and c. under Compensation, Gratuity and Disability Pensions)</i>
Accommodation and Welfare. <i>Discriminatory regulations regarding civilian spouses of police women in barracks.</i>	-Police women married to civilian husbands are disallowed from living in police barracks. -F.O.No.201and 203(under Leave and Reliefs :Superior Officers)-travel allowance made only for accompanying ' wife ' and children.
Data and Statistics <i>Information and statistics not gender sensitive</i>	<i>Information/statistics not presented in gender disaggregated format.e.g. nominal roll and other personnel information.</i>
Date and Period of Documents <i>Most of the documents are outdated.</i>	<i>Many of the documents such as: The Nigeria Police Force Orders; Force Directives; Force Administrative Instructions date back to colonial era e.g. F.O.No. 18 was signed by T. Farley- Smith and dated 28th April, 1951.</i>
Other Forms of Discrimination. <i>Sexual exploitation and Harassment.</i>	-Police women are sometimes 'appointed' into soliciting money from motorists on behalf of their male counterparts while on stop and duties. -Uncomplimentary sexual remarks to and about police women -Indecent touching of /gestures to police women. -Punitive posting of police women

Appendix 2a: A Situation Analysis of Gender Issues in 1999 Federal Constitution, Legislations, Laws, & Customs

A GENDER PERSPECTIVE REVIEW OF DOCUMENT		SPECIFIC INTERVENTIONS TO CLOSE GAPS	IMPORTANT GENDER CONCERNS FOR THE GENDER POLICY FOR THE POLICE
GENDER ISSUES IN THE DOCUMENT	SPECIFIC GENDER GAPS/ DISPARITIES		
Language of the Constitution	The pronoun 'He' appears in the 1999 constitution about 235 times	The language should be gender neutral by using 'any person' or He/She	A gender neutral language should also be incorporated into the police operations. A situation where women police officers are addressed as 'men' and related to as such is undesirable and only promotes masculinity and patriarchy
Motto	The motto of the constitution presently reads 'Unity and Faith', Peace and Progress'. The issue of equality is not mentioned	The motto should read ' Unity, Faith, Equality, Peace and Progress. This is necessary to emphasis equality.	The principle of gender equality should be the guiding framework of the Gender Policy for the Nigeria Police
Discrimination/ Composition	Section 14(3) did not include gender consideration in the composition of the government and of its agencies. This may give room for marginalization of women	Section 14 (3) should include gender consideration in the composition of the government and any of its agencies in the same way as 'federal character' is reflected	Gender consideration should be included in the composition of the Police Service Commission and other committees or agencies within the Police Force or directly related to the functioning of the Nigeria Police.
Federal Executive Bodies	While the Constitution makes provision for the composition of bodies like Federal Character Commission, Civil Service Commission, National Council of State, there is no provision for a Commission that would promote gender equality	The Federal Government as a matter of urgency should make provision for the establishment of a Gender Equity Commission which shall monitor observance and implementation of policies to reflect gender equality	Gender consideration should be included in the composition of the Police Service Commission and other committees or agencies within the police force or directly related to the functioning of the Nigerian Police.

Non-ratification of Gender-friendly Treaties	Section 12 of the Constitution states that no treaty between the Federation and any other country shall have the force of law unless enacted into law by the National Assembly. This clause has prevented the domestication of CEDAW and other gender friendly treaties.	Constitutional Review should entrench the domestication of International Treaties through the amendment of Section 12 of the 1999 Constitution	The principles of CEDAW and other International Treaties should guide the framework of the Gender Policy for the Nigerian Police
Citizenship/Indigene Rights	Section 27:2a confers the right of citizenship to any woman who is married to a Nigerian citizen but denies such right to foreign men married to Nigerian citizens	Section 27:2a should be amended to grant equal eligibility for citizenship to the foreign spouses of Nigerian women	
Right to Family Life	Section 37 on the Right to Private and Family life as presently provided in the constitution is inadequate to prevent under-age marriage and to protect rights of widow to inheritance.	The Child's Rights Acts of 2003 have made marriages contracted with persons under the age of 18 illegal. The Child's Rights Acts should be ratified by State's Houses of Assembly. Many states have also enacted laws to prevent harmful widowhood traditional practices.	The right to family life should be respected in the Police Force by allowing police women to marry and start family life without necessarily obtaining the consent of the Inspector General of Police. Married police women should also be given consideration on the issues of posting, welfare, accommodation and schedule of duties.

Appendix 2b: A SITUATION ANALYSIS OF GENDER ISSUES IN PENAL CODE/CRIMINAL ACTS

A GENDER PERSPECTIVE REVIEW OF DOCUMENT		SPECIFIC INTERVENTIONS TO CLOSE GAPS	IMPORTANT GENDER CONCERNS FOR THE GENDER POLICY FOR THE POLICE
GENDER ISSUES IN THE DOCUMENT	SPECIFIC GENDER GAPS/ DISPARITIES		
Indecent Assaults On Males And Females	<p>The Criminal Code discriminates against women on the issue of punishment against personal assaults. For instance Section 353 provides the following on <i>Indecent Assaults on Male:</i></p> <p>“Any person who unlawfully and indecently assaults any male person is guilty of a felony, and is liable to imprisonment for three years. The offender cannot be arrested without warrant.</p> <p>Section 360 of the criminal code however provides the following on Indecent Assaults on Females:</p> <p><i>“Any person who unlawfully and indecently assaults a woman or girl is guilty of a misdemeanour, and is liable to imprisonment for two years.</i></p> <p>It is obvious from the above provisions that the assaults against women attract less sanctions than assaults against men, even though in most cases, women are more exposed to the risk of being violated and abused.</p>	<p>There is need to domesticate CEDAW as it affects all the discriminatory clauses in the Nigerian Constitution</p>	<p>Indecent assaults on both male and female should attract stiffer penalties without any discrimination against women.</p>

Marital Rape	Section 182 of the Penal Code stipulates that “sexual intercourse by a man with his own wife is not rape if she has attained puberty.” This provision does not only condone marital rape it also condones defilement of young girls under the age of 16. This is because the age of puberty is not fixed and any girl who for instance has commenced her menstrual period is deemed to have attained puberty.	There is need to domesticate CEDAW as it affects all the discriminatory clauses in the Nigerian Constitution There is need for all states to implement the Child’s Right Act which forbids marriage to any person under the age of 18years.	Cases of marital rape should be treated as part of domestic violence. The capacity of police needs to be built to handle domestic violence, especially violence against women.
Spouse Abuse/ Wife beating	The provision of the Penal Code encourages violence against women. It allows for the beating of a wife for the purpose of correction. Section 55 (1) (d) of the Penal Code stipulates, “Nothing is an offence, which does not amount to the infliction of grievous harm upon any person and which is done by a husband for the purpose of correcting his wife. Such husband and wife being subject to any natural law or custom in which such correction is recognized as lawful”	There is need to domesticate CEDAW as it affects all the discriminatory clauses in the Nigerian Constitution. All discriminatory clauses should be expunged from the constitution.	Cases of domestic violence should be treated as criminal cases and stiffer penalty should be imposed against offenders.
Discrimination in marital relationship	Section 55 of the Penal Code presupposes that a wife can never be considered an equal in a marriage	There is need to domesticate CEDAW as it affects all the discriminatory clauses in the Nigerian Constitution	Cases of domestic violence should be treated as criminal cases and stiffer penalty should be imposed against offenders.

Appendix 3: Gender and the MDGs

Millennium Development Goals (MDGs)	Targets	Specific Indicators	Gender Issues
GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER	<p>(1) Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.</p> <p>(2) Halve, between 1990 and 2015, the proportion of people who suffer from hunger.</p>	<p>Indicator 1: Proportion of population below \$1 (PPP) per day</p> <p>Indicator 1a: Poverty headcount ratio (% of population below the poverty line)</p> <p>Indicator 2: Poverty gap ratio</p> <p>Indicator 3: Share of poorest quintile in national consumption</p> <p>Indicator 4: Prevalence of underweight children under five years of age.</p> <p>Indicator 5: Proportion of population below minimum level of dietary energy consumption.</p>	<p>(1) Poverty has a feminine face as incidence of poverty is more pronounced among women in many poor countries</p> <p>(2) There are so many customs, traditions and legal restrictions that feminized poverty. Among these are rights to own, inherit and acquire property and land and to retain property brought into marriage; rights to access credits and to own a passport.</p> <p>(3) Equal access for women to basic transport and energy infrastructure can lead to greater economic opportunity</p> <p>(4) Gender equality in interventions helps to increase agricultural production because women farmers are a significant proportion of the rural poor</p>

GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION	<p>(3) Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.</p>	<p>Indicator 6: Net enrolment ratio in primary education.</p> <p>Indicator 7: Proportion of pupils starting grade 1 who reach grade 5.</p> <p>Indicator 8: Literacy rate of 15-24 year-olds.</p>	<p>(1) Lack of female teachers as role models, lack of safe transport to school, lack of separate sanitation facilities and school fees continue to be deciding factors for whether a girl goes to school</p> <p>(2) Mothers with at least a few years of formal education are considerably more likely to send their children to schools.</p> <p>(3) Overcome traditional gender-based division of labour which tend to favour boys education at the expense of girl-child</p>
GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN	<p>(4) Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education not later than 2015.</p>	<p>Indicator 9: Ratio of girls to boys in primary, secondary, and tertiary education</p> <p>Indicator 10: Ratio of literate women to men, 15- 24 years old</p> <p>Indicator 11: Share of women in wage employment in the non-agricultural sector</p> <p>indicator 12: Proportion of seats held by women in national parliament</p>	<p>(1) There is need to eliminate discriminations that inhibit women economic and political empowerment</p> <p>(2) All barriers to women and girls education should be removed</p> <p>(3) Mechanisms that promote equal voice and representation for women in politics and governance should be promoted</p> <p>(4) There should be equal economic rights for women</p>
GOAL 4: REDUCE CHILD MORTALITY	<p>(5) Reduce by two thirds, between 1990 and 2015, the under-five mortality rate</p>	<p>Indicator 13: Under-five mortality rate</p> <p>Indicator 14: Infant mortality rate</p> <p>Indicator 15: Proportion of 1 year-old children</p>	<p>(1) Adequate care and nourishment during pregnancy and childbirths could reduce infant mortality in the first four weeks of life</p>

		immunised against measles	<p>(2) Ensure equitable access to health services for the most vulnerable women and girls</p> <p>(3) Invest in mothers' education and empowerment. Better educated mothers space childbirths and are better informed about children's nutritional needs</p>
GOAL 5: IMPROVE MATERNAL HEALTH	<p>(6) Reduce by three quarters, between 1990 and 2015, the maternal mortality rate</p>	<p>Indicator 16: Maternal mortality ratio</p> <p>Indicator 17: Proportion of births attended by skilled health personnel</p>	<p>(1) Support women bargaining power and control over reproductive rights and safe sex</p> <p>(2) Increase the share of women in decision-making positions in the health sector</p> <p>(3) Eliminate obnoxious practices that bring danger to mother and child. Among the practices are child's marriage, female genital cutting, dietary restrictions and domestic violence</p>
GOAL 6: COMBAT HIV/AIDS, MALARIA, AND	<p>(7) Have halted by 2015 and begun to reverse the spread of HIV/AIDS</p> <p>(8) Have halted by 2015 and begun to</p>	<p>Indicator 18: HIV prevalence among pregnant women aged 15-24 years</p>	<p>(1) Women's economic independence, ability to negotiate safe sex, awareness of need to alter traditional sexual norms and access to treatment are essential to halt and</p>

<p>OTHER DISEASES</p>	<p>reverse the incidence of malaria and other diseases</p>	<p>Indicator 19: Condom use rate of the contraceptive prevalence rate Indicator 19a: Condom use at high-risk sex</p> <p>Indicator 19b. Percentage of population aged 15- 24 years with comprehensive correct knowledge of HIV/AIDS</p> <p>Indicator 19c. Contraceptive prevalence rate</p> <p>Indicator 20: Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years.</p> <p>Indicator 21: Prevalence and death rates associated with malaria.</p> <p>Indicator 22: Proportion of population in malaria risk areas using effective malaria prevention and treatment measures.</p> <p>Indicator 23: Prevalence and death rate associated with tuberculosis</p> <p>Indicator 24: Proportion of tuberculosis cases detected and cure under DOTS.</p>	<p>reverse the spread of HIV/AIDS</p> <p>(2) Enact and enforce legal measures against discrimination that drives the feminization of HIV and AIDS</p> <p>(3) Stand up against gender-based violence that perpetuates the spread of AIDS</p>
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<p>GOAL 7:</p> <p>ENSURE ENVIRONMENTAL SUSTAINABILITY</p>	<p>(9) Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.</p> <p>(10) Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.</p> <p>(11) By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.</p>	<p>Indicator 25: Proportion of land area covered by forest.</p> <p>Indicator 26: Ratio of area protected to maintain biological diversity to surface area</p> <p>Indicator 27: Energy use (kg oil equivalent) per \$1 GDP (PPP)</p> <p>Indicator 28: Carbon dioxide emissions per capita and consumption of ozone-depleting CFCs (ODP tons)</p> <p>Indicator 29: Proportion of population using solid fuels</p> <p>Indicator 30: Proportion of population with sustainable access to an improved water source, urban and rural.</p> <p>Indicator 31: Proportion of population with access to improved sanitation, urban and rural.</p> <p>Indicator 32: Proportion of households with access to secure tenure.</p>	<p>(1) Gender-equitable property and resource ownership policies enable women to manage their resources in a more sustainable way</p> <p>(2) Because of their higher level of dependence on local natural-resources for their livelihood, women are disproportionately affected by extreme weather resulting from climate change</p> <p>(3) Lack of safe, private and nearby sanitation facilities exposes women to harassment and assault and erodes their dignity</p> <p>(4) Women most often, are the primary users, providers, and managers of water in rural households, and guardians of household hygiene.</p>
<p>GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT</p>	<p>(12) Develop further an open, rule-based, non-discriminatory trading and financial system.</p> <p>Includes a commitment to good governance, development and poverty reduction – both nationally and</p>	<p>Indicator 33: Net ODA, total and to the least developed countries, as a percentage of OECD/DAC donors' gross national income</p> <p>Indicator 34: Proportion of total bilateral, sector allocable ODA of OECD/DAC donors to basic social services (basic education, primary</p>	<p>(1) Build capacity for gender analysis and programming among donors and partners alike</p> <p>(2) Demand global rules and institutions that strengthen gender equality</p>

	<p>internationally.</p> <p>(13) Address the special needs of the least developed countries</p> <p>(14) Address the special needs of landlocked countries and small island developing States</p>	<p>health care, nutrition, safe water and sanitation)</p>	<p>(3) Track resource spent on gender equality as an integral part of overall development performance assessment.</p> <p>(4) Ensure greater participation, voice and influence of women in decision-making positions in international organisations.</p>
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Appendix 4: Existing Gender Policies Relating to Gender Based Violence in Nigeria

Gender Issues Addressed in the Document: Relating to the Work of the Police/GBV	Framework for Intervention	Relevance for the Nigerian Police	Specific Policy Intervention for the Police
<p>LEGAL AND HUMAN RIGHTS</p> <p>-Inconsistent and subjective interpretation/application of laws regulating/governing various aspects of public/private lives especially in cases where women seek redress for violations committed by their spouses.</p> <p>-Unwritten family laws and traditions which discriminate against women e.g. in cases relating to divorce, child custody and inheritance.</p>	<p>-International, Regional and National Frameworks i.e. Right-Based Documents/Instruments e.g. CEDAW, ACHPR, APPRRW, MDGs, NGP+NGPSF</p> <p>-Other global, regional and national best practices.</p> <p>- Relevant national and state laws/acts.</p>	<p>-Challenge in ensuring that laws and acts formulated are enforced.</p> <p>-Training/capacity building in understanding relevant laws/ Right-Based Documents/ best practices and gender-friendly enforcement procedures/processes.</p>	<p>-Policy statement on capacity building in the area of understanding gender concepts and mainstreaming gender into all aspects/areas of the Police institution and practices – laws, regulations, policies, work-place policies and service provision.</p>
<p>GENDER BASED VIOLENCE</p> <p>-Examples include but not limited to</p> <ul style="list-style-type: none"> -sexual violence and abuse (rape etc) -wife battering and other forms of domestic violence -women trafficking -harmful traditional practices (FGM, widowhood practices, child marriage etc) <p>-Existing laws often discriminatory and inadequate..</p>	<p>- International, Regional and National Frameworks i.e. Right-Based Documents/Instruments e.g. CEDAW, ACHPR, APPRRW, MDGs, NGP+NGPSF</p> <p>-Other global, regional and national best practices.</p> <p>- Relevant national and state</p>	<p>-Challenge in ensuring that laws and acts formulated are enforced.</p> <p>-Training/capacity building in understanding and applying gender concepts and issues in handling cases.</p> <p>-Developing and instituting gender-friendly enforcement procedures/processes</p>	<p>-Policy statement on :</p> <ul style="list-style-type: none"> -institutionalization of structures, procedures/ processes of handling GBV arising within the internal police institutional framework and those arising without among the Nigerian populace the police interacts within the course of service delivery. - curricula review to enhance training/ capacity building in gender mainstreaming.

<p>e.g.</p> <ul style="list-style-type: none"> - Penal Code (Section 55 permits a husband beating his wife as long as he inflicts no grievous hurt) -indecent assault on men punishable with 3yrs imprisonment but if against women punishable with 2 yrs imprisonment) 	<p>laws/acts.</p>		
<p>JUSTICE AND LAW ENFORCEMENT</p> <p>-Nigerian justice and law enforcement administration not gender-friendly in delivery of its mandate. Operational procedures, protocols and practices within most law enforcement agencies are biased in favour of men. Many of its provisions violate the provisions of CEDAW and APPRRW e.g.</p> <ul style="list-style-type: none"> -legally women have the right to post bail but in reality and practice are often denied - Police Acts and Statues contain discriminatory provisions against women with regards to recruitment, welfare, training and posting. 		<p>-Review Acts, operational procedures, protocols and practices to reflect gender-sensitivity.</p>	<p>-Mainstreaming gender into all aspects of the Police Force e.g. law enforcement administration, operational procedures, protocols and practices stated and accepted as a policy.</p>
<p>INFORMATION AND STATISTICS</p> <p>- Data and information not gender-disaggregated (especially for purpose of planning)</p>		<ul style="list-style-type: none"> - Gender-disaggregation of data accepted as policy and practice - Capacity building for this within the Police. 	<p>-Policy statement on gender-disaggregation of data</p>
<p>HIV/AIDS</p> <p>-Consequent upon sexual violence/abuse other</p>			

forms of GBV.			
<p>POLICY ENVIRONMENT</p> <p>-Prevalence of gender misconceptions and persistent in-equalities policy</p> <p>-gender education has not permeated all levels of the populace. There are still a lot of misconceptions about gender.</p> <p>-Pervasive impression that gender negatively challenges accepted norms and values of marriage, family and religion.</p>		<p>-Lack of understanding of gender concepts and issues among the Police</p> <p>-Existence and utilization of acts/regulations that are discriminatory against women.</p> <p>-Resistance to gender issues and change</p>	

Appendix 5: Best Practices: Gender Policy for the Police Force

COUNTRY	SPECIFIC POLICY	ISSUES ADDRESSED	IMPORTANT GENDER CONCERNS FOR THE GENDER POLICY FOR THE NIGERIAN POLICE
Argentina, Brazil, Colombia, Costa Rica, Ecuador, India, Liberia, Nicaragua, Peru, Uruguay, Sierra Leone, South Africa and United Kingdom	Women's Police Stations and Domestic Violence Units	<p>* Stations are staffed primarily by female officers to provide an environment where women may feel more comfortable in reporting issues and be assured that their reports will be properly handled</p> <p>* A number of specialised police officers combine with health workers, social workers, and legal units and other specialists to form a team that can respond to cases of GBV, including domestic violence and sexual assault of women and children</p>	<p>* There is need to create special units within the Nigerian police stations to handle cases relating to domestic violence , particularly, violence against women</p> <p>* Specially trained personnel should be employed to handle issues relating to domestic violence</p>
Sierra Leone	Family Support Unit	The Government established the first Family Support Unit in 2001 to deal with physical assault, sexual assault and cruelty to children. In addition, training was provided to police officers on how to handle domestic and sexual violence	* There is need to create a special unit within the police to handle issues relating to women, children and domestic violence
Liberia	Education Support Programme	The Education Support Programme for potential female recruits to the Liberia National Police (LNP) aims to bring the educational level of interested women up to high school graduation level so that they can qualify for LNP recruitment.	There is need to provide accelerated training for women police recruits in order to enhance their promotions.

Appendix 6: Gender Concepts and Definitions

Gender mainstreaming requires in-depth analysis, the development of tools for gender integration, capacity building of technical teams, the training and sensitization of organs, institutions and beneficiary sectors and skills for monitoring and evaluation, as well as the drafting of reports. Technical terms used to describe this process are defined below:

Assessment	Often used as a synonym for evaluation, and sometimes recommended for approaches that report measurement, without making judgements on the measurements.
Baseline data	The set of conditions that exist at the onset of a programme /project Results are measured or assessed against baseline data and frequently related to the performance indicators
CEDAW	The Convention on Elimination of All forms of Discrimination against women (CEDAW) provides the basis for realising equality between men and women through ensuring women's access to, and equal opportunities in, political and public life; and state parties have agreed to take appropriate measures including legislation and temporary special measures so that women can enjoy human rights and fundamental freedoms
Development	A process with economic and social dimensions that entails quantitative changes in aggregates such as Gross National Product, as well as changes in institutional, social and administrative structures (Todaro, 1989), with the objective of effecting the material and social advancement of the population. It is also regarded as liberating people (Sen, in Saam, 2002).
Empowerment	The process of generating and building capacities to exercise control over one's life through expanded choices. Empowerment is linked with inherent self-confidence, knowledge, skills, attitudes and voice. It is a function of the individual's initiative that is backed up by institutional change
Evaluation	A time bound exercise that aims to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects.
Gender	The socially and culturally constructed differences between men and women, boys and girls, which give them unequal value, opportunities and life chances (Kabeer, 2003). It also refers to typically masculine and feminine characteristics, abilities and expectations about how women and men should behave in society. These characters are time bound and changeable.
Gender Analysis	Qualitative and quantitative assessments to determine the differential impacts of development activities on women and men and the effect that gender roles and responsibilities have on development efforts and to trace the historical, political, economic, social and cultural explanations for these differentials (McGregor and Basso, 2001)
Gender Awareness	The recognition of the differences in the interests, needs and roles of women and men in society and how they result in differences in power, status and privilege.

It also means the ability to identify problems arising from gender inequity and discrimination.

Gender Blind	The situation where potentially differential policy impacts on men and women are ignored
Gender Budget	A budgeting method that analyses the incidence of budgets on men and women and girls and boys. Gender budgeting entails analyses of revenue and expenditure impacts so as to avoid or correct gender imbalances.
Gender discrimination	Differential treatment to individuals on the grounds of gender
Gender division of labour	Different work roles assigned by society to men and women. For example, women tend to be engaged in unpaid domestic work, low pay, low status and informal sector jobs, while men tend to be employed in higher paid and formal sector work.
Gender equality	The absence of discrimination on the basis of one's sex in the allocation of resources or benefits or in access to services
Gender equity	Fairness and justice in the distribution of benefits and responsibilities between men and women
Gender Gap	A difference in any aspect of the socio economic status of women and men, arising from the different social roles ascribed by society for women and men
Gender Issues/Concerns	A gender issue/concern arises when there is a discrepancy, discrimination and injustice
Gender Indicator	An indicator that captures gender-related changes in society over time and in relation to a norm (Beck, in Taylor, 1999)
Gender Mainstreaming	The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all the areas and at all levels. It is a strategy for making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC , July 1997)
Gender Neutral	The assumption that policies, programmes and project interventions do not have a gender dimension and therefore affect men and women in the same way. In practice, policies intended to be gender neutral can be gender blind
Gender Policy	An organisation's policy that integrates gender in the mainstream of its programme activities, where the policy also designates institutional arrangements, responsibilities, management functions and tools/guidelines for mainstreaming
Gender Relations	Relations between men and women in terms of access to resources and decision-making and the relative positions of men and women in the division of resources, responsibilities, benefits, rights, power and privileges.
Gender sensitivity	A mind set where people recognise or are aware of gender based discrimination which hinders enjoyment of human rights. It is an understanding and routine

	consideration of the social, cultural and economic factors underlying discrimination based on sex
Gender stereotyping	Constant portrayal in the media, the press or in the education system, of women and men occupying certain roles according to the socially constructed gender division of labour and expectations in behaviour (African Development Bank, <i>The Gender Policy</i>)
Gender Systems	Systems which define attributes, ways of relating, hierarchies, privileges, sanctions and space in which men and women are organised. In most communities in Africa, women are dominated by men via patriarchal power, that has been a traditional and indeed a historical privilege for men
Gender Training	The provision of formal learning experiences and skills in order to increase gender analysis and awareness skills, which serve to recognise and address gender issues in the programming process. Training can include the three dimensions of political: introducing gender concepts and analysis, the professional: providing staff with “how-to” skills and the personal: challenging an individual’s gender attitudes and stereotypes
Practical Needs	Needs related to the roles, such as reproduction, production and community, that men and women currently have and which do not necessarily change their relative position in society
Productive Work	Work carried out for the production of goods and services intended for the market.
Sex	The biological state of being a male or female. Sex is not equal to gender.
Strategic Interests	<p>Those that help society achieve gender equity and equality. The satisfaction of strategic gender needs improves women’s status in relation to the men</p> <p>Women’s Empowerment: Address discrimination and oppression against women by devising programmes and strategies that increase women’s capacities, opportunities, access and understanding of their human rights, create conditions for them to become agents of their own development and be able to find sustainable solutions for change at personal, family and civil society levels. Women can then contribute to reduction of poverty, improve nutrition and seek health care, monitor child survival, prevent HIV/AIDS, stop harmful cultural practices and go to school freely without coercion.</p>

**Appendix 7 : THE NIGERIA POLICE FORCE: GENDER POLICY PROJECT
(DETAILS OF PROJECT PARTICIPANTS)**

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