



# International Peace Support Training Centre Nairobi, Kenya

## Gender Mainstreaming in Security Sector Reform in Kenya: An Assessment of the National Police Service



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Col. Nduwimana Donatien and Dr. Eunice Njambi

*“Creating an Enabling Environment for Peace and Security in Eastern Africa”*

# Gender Mainstreaming in Security Sector Reform in Kenya: An Assessment of the National Police Service

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**SERIES 7, Nº2**

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## Foreword

The International Peace Support Training Centre (IPSTC) is a research and training institution focusing on capacity building at the strategic, operational and tactical levels within the framework of the African Peace and Security Architecture (APSA) and has developed into the regional centre of excellence for the African Standby Force (ASF) in Eastern Africa. It addresses the complexities of contemporary UN/AU integrated Peace Support Operations (PSO) by describing the actors and multi-dimensional nature of these operations. The research conducted covers a broad spectrum ranging from conflict prevention through management to post-conflict reconstruction.

The Centre has made considerable contributions in training and research on peace support issues in East Africa through design of training curriculum, field research and publication of Occasional Papers and Issue Briefs; the Occasional Papers are produced annually, while the Issues Briefs are produced quarterly. The issue briefs are an important contribution to the vision and mission of IPSTC.

The Peace and Security Research Department (PSRD) of the IPSTC presents one of the occasional papers produced in collaboration with UN Women titled: *Assessing Gender Mainstreaming in Security Sector Reform in Kenya: the case of National Police Service*. The paper provides critical insights on how the National Police Service is implementing GM strategies as it is required by the new constitution of Kenya. This study generates information that will be crucial in informing programs and practices in the SSR process to achieve NPS efficiency and effectiveness.

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**Brig. Patrick M NDERITU**

**Director, IPSTC**

# Table of Contents

Foreword.....	iii
Acknowledgements.....	vi
Abbreviations and Acronyms.....	vii
Abstract.....	ix
Definition of Key Concepts.....	x
<b>Chap 1. Introduction.....</b>	<b>1</b>
1.1 Background of SSR and GM in Kenya.....	3
1.2 Principles for Integrating Gender in Security Sector Reform.....	4
1.3 Operationalization of GM in Africa.....	5
1.4 Statement of the Problem.....	6
1.4.1. Objectives of the Study.....	7
1.4.2. Research questions.....	7
1.5 Significance of the Study.....	8
1.6 Justification of the Study.....	8
1.7 Limitations.....	9
<b>Chap 2. Literature Review and Theoretical Framework.....</b>	<b>10</b>
2.1 National and International Frameworks on Gender and SSR.....	12
2.1.1 National Policy on Gender and Development (2000).....	12
2.1.2 The New Constitution of Kenya.....	13
2.1.3 United Nations Charter (1945).....	13
2.1.4 Universal Declaration of Human Rights (1949).....	14
2.1.5 International Covenant on Civil and Political Rights (1966).....	14
2.1.6 International Covenant on Economic, Social and Cultural Rights (1966).....	14
2.1.7 Convention on the Elimination of All Forms of Discrimination against Women (1979).....	15
2.1.8 United Nations Declaration on the Elimination of Violence against Women (1993).....	15
2.1.9 The Beijing Platform for Action (1995).....	15
2.2 International Instruments Supporting GM in SSR Activities.....	16
2.2.1 African Union Framework.....	16
2.3 Theoretical and Conceptual Frameworks.....	17
2.4 Multiple Approaches in GM.....	18
2.4.1 Equality model.....	19
2.4.2 Positive Action Model.....	19
2.4.3 Transformation Model.....	19
<b>Chap 3. Methodology.....</b>	<b>21</b>
3.1 Introduction.....	21
3.2 Study design.....	21
3.3 Study area.....	21
3.4 Sampling Procedures.....	21
3.5 Data sources and Data collection Methods.....	22

3.6	Ethical Considerations.....	22
<b>Chap 4. Preliminary Findings on SSR in the NPS.....</b>		<b>23</b>
4.1	The Change from Force to Service and Unity of Command.....	23
4.2	The National Police Service Commission (NPSC).....	21
4.3	The Independent Policing Oversight Authority (IPOA).....	24
4.4	Introduction of Community policing.....	25
4.5	Introduction of the Service Charter.....	25
4.6	Improved Welfare and Administrative Reforms.....	26
<b>Chap 5. Further findings on GM Practices in NPS.....</b>		<b>27</b>
5.1	Importance of GM in NPS of Kenya.....	27
5.2	Experience of Men, Women Boys and Girls on Gender Issues.....	28
5.2.1	Violence against Women.....	28
5.2.2	Domestic Violence against Men (DVAM).....	28
5.2.3	Abuse of Children.....	29
5.3	GM Activities Implemented in NPS.....	30
5.3.1	Establishment of Gender Desks.....	30
5.3.2	Recruitment and Retention of Female Officers.....	31
5.3.3	Specific Training on GM.....	31
5.3.4	Promotion of Female Officers in NPS.....	32
5.3.5	Internal Monitoring of GM.....	32
5.3.6	Availability of Budget and Materials.....	33
5.3.7	Community Involvement in GM.....	30
5.3.8	Changing the Culture in NPS.....	34
<b>Chap 6. Enhancing GM in NPS: Challenges and Opportunities.....</b>		<b>35</b>
6.1	Challenges.....	35
6.1.1	Increased SGBV and Lack of Trained Tender Officers.....	35
6.1.2	Knowledge of Community on Legal Procedures for SGBV.....	36
6.1.3	Misallocation of Resources and Materials.....	37
6.1.4	Command and Control.....	38
6.1.5	Cultural and Institutional barriers to GM in NPS.....	38
6.1.6	Security Challenges.....	39
6.2	Opportunities to Enhance GM in NPS.....	39
6.2.1	Continuity of SSR.....	39
6.2.2	Existence of Gender Equity Laws.....	39
6.2.3	Devolution.....	40
6.2.4	Vision 2030.....	40
6.2.5	Increased Awareness on Gender Roles.....	41
7.1	Conclusions.....	42
7.2	Recommendations.....	43
7.2.1	Training, Programs and Partnerships.....	43
7.3	Areas for Further Research.....	44
References.....		45

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## Abbreviations and Acronyms

APS	Administration Police Service
AU	African Union
AWCPD	African Women's Centre on Peace and Development
CBP	Community-Based Policing
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHRI	Commonwealth Human Rights Initiative
CIPEV	Commission of Inquiry into the Post-Election Violence
CPU	Child Protection Unit
DCAF	Democratic Control of Armed Forces
DDR	Disarmament, Demobilisation and Reintegration
DVAM	Domestic Violence Against Men
ECOSOC	Economic and Social Council
ERS	Economic Recovery Strategy
FAS	Femmes Africa Solidarité
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
GAP	Gender Action Plan
GBV	Gender-Based Violence
GFN-SSR	Global Facilitation Network for Security Sector Reform
GIF	Gender Integration Framework
GM	Gender Mainstreaming
GRB	Gender-Responsive Budgeting
GSPR	Gender-Sensitive Police Reform
GVRC	Gender Violence Recovery Centre
HIV	Human Immunodeficiency Virus
HRW	Human Rights Watch
ICRC	International Committee of the Red Cross
ILO	International Labour Organization
IPOA	Independent Police Oversight Authority
IPSTC	International Peace Support Training Centre



ISS	Institute of Security Studies
KI	Key Informant
KII	Key Informant Interview
KNAP	Kenya National Action Plan
KNCHR	Kenya National Commission on Human Rights
KNPS	Kenya National Police Service
KPF	Kenya Police Force
MDGs/SDGs	Millennium Development Goals/Sustainable Development Goals
MGSCSS	Ministry of Gender, Sports, Culture and Social Services
NPEP	National Poverty Eradication Plan
NPGD	National Policy on Gender and Development
NPS	National Police Service
NPEP	National Poverty Eradication Plan
PRIC	Police Reform Implementation Committee
PRSP	Poverty Reduction Strategies Paper
OAU	Organization of African Unity
OECD	Organisation for Economic Co-operation and Development
REC	Regional Economic Community
SANDEF	South African National Defence Force
SCR	Security Council Resolution
SDGEA	Solemn Declaration on Gender Equality in Africa
SGBV	Sexual and Gender-Based Violence
SIPRI	Stockholm International Peace Research Institute
SSR	Security Sector Reform
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNSC	United Nations Security Council
VCT	Voluntary Counselling and Testing
WHO	World Health Organization

## Abstract

*The issue of gender mainstreaming (GM) and its relation with Security Sector Reform (SSR) finds its full expression in the United Nations Security Council Resolution 1325 on Women and Security which highlights the interdependence of gender equality, peacebuilding and security. Gender discrimination, like any other form of non-inclusiveness, is likely to undermine development and efforts to fight violence against marginalised people (women, men, boys and girls). There is therefore a growing recognition that SSR should meet the different security needs of men, women, boys and girls for increased effectiveness and accountability of security institutions. Since 1993, the government of Kenya started an extensive SSR process targeting its security institutions specifically the police service. The main objective was to ensure that the process resulted in enhanced security governance, accountability, effectiveness and national ownership. This study analyses how SSR activities in the National Police Service (NPS) have integrated gender issues to enhance the security sector's awareness and response. The study has identified challenges of adopting a gender sensitive-SSR approach in the context of Kenya and opportunities for the NPS to achieve constitutional requirements of gender mainstreaming especially the inclusion of women at the decision making levels of the NPS.*

# Definition of Key Concepts

## Security Sector Reform

The African Union Framework defines security sector reform (SSR) as the process by which countries formulate or re-orient policies, structures, and capacities of institutions and groups engaged in the security sector, to make them more effective, efficient, and responsive to democratic control, and to the security and justice needs of the people. This policy takes note that SSR is sometimes expressed as security sector governance, security sector transformation, security sector development, security sector review, as well as security and justice reform (African Union Policy Framework on Security Sector Reform(2013). A major aim of the African Union is to re-establish and strengthen the capacity of security institutions of countries emerging from conflict. African Union member states are urged to apply the principles of gender equality and women's empowerment, including in SSR processes, as elaborated in the AU Solemn Declaration on Gender Equality in Africa (SDGEA), and particularly in light of the decision of the Executive Council of the AU (EX.CL/Dec. 487 (XIV) of January 2009 which declared 2010-2020 as the African Women's Decade. According to Hänggi (2003), security sector reform is the set of policies, plans, programs, and activities that a government undertakes to improve the way it provides safety, security, and justice. The overall objective is to provide these services in a way that promotes an effective and legitimate public service that is transparent, accountable to civilian authority, and responsive to the needs of the public.

The normative concept of security sector reform is based on the assumption that societies are better off with a security sector that is an asset, not an obstacle to peace, security, development and stability (Schnabel and Hans Born, 2011). SSR involves a broad range of activities that are related to a broad range of actors. The volume of activities associated with comprehensive and holistic SSR creates the impression that, if followed to the letter, it is an unrealistic and overly complex project that lacks firm grounding in the realities of many, if not all, transitional societies. On the other hand, the full SSR agenda makes sense in its own right, as it circumscribes specific steps towards the creation of a security sector that is efficient, effective and accountable and operates according to good governance principles. The importance of security sector reform is that it demonstrates that security goes beyond traditional military elements and involves a much wider range of national and international institutions and actors.

It also highlights the need for security arrangements that take into account the linkages between the different actors. Equally, security sector reform recognises that effectiveness, accountability and democratic governance are mutually-reinforcing elements of security (Schnabel and Hans Born, 2011).

## Police Reform

Police reform is the transformation of a police organisation into a professional and accountable police service practising a style of policing that is responsive to the needs of local communities (Groenewald and Peake, 2004). 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 (Denham, 2008).

## Gender

The term ‘gender’ refers to the culturally expected behaviors of men and women based on roles, attitudes and values ascribed to them on the basis of their sex, while the latter refers to biological and physical characteristics (ICRC, 2004). This is a working definition used by most national and international agencies and actors responding to armed conflict and involved in post-conflict recovery.

The concept of gender was developed during the 1970s to mean the roles and relationships, personality traits, attitudes, behaviours, values, and relative power and influence that society ascribes to men and women. Generally, gender is understood as referring to learned differences between men and women, while sex refers to the biological differences between females and males. Gender differences or gender roles are not static; they vary across cultures and within cultures according to such factors as class, sexual orientation and age (Coltrane and Adams, 2008). The concept of gender has been adopted within academic literature and development programming as a way to understand the different roles and behaviours of men and women within their particular social contexts. The use of gender as a point of reference takes cognizance of the fact that differences between the sexes are not immutable and may change, for example, during periods of armed conflict or as a result of development interventions.

In SSR, attention on gender highlights the fact that forms of insecurity experienced by men and women differ because of the social processes and structures within which men and women live. Although there are a few exceptions, the overwhelming majority of the victims of rape are women and those of armed violence are men. These vulnerabilities result from a range of differences in the way that the lives of men and women are shaped, including their relative access to power and resources. Likewise, the roles that men and women perform as security providers in security forces and institutions or as perpetrators of violence reflect social processes and can be subject to change (Bastick, 2008).

## **Gender Mainstreaming (GM)**

GM refers to the integration of the gender perspective into every stage of the policy process, from design, through implementation, to monitoring and evaluation with a view to promoting equality between women and men. It means assessing how policies impact on the life and position of both women and men – and taking responsibility to re-address them if necessary (European Commission). Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as men an integral part 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. Mainstreaming includes gender-specific activities and affirmative action, whenever women or men are in a particularly disadvantageous position. Gender-specific interventions can target women exclusively, men and women together, or only men, to enable them to participate in and benefit equally from development efforts (ECOSOC, 1997).

GM is thus 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 any initiative, so that women and men benefit equally and inequality is curtailed. The ultimate goal is to achieve gender equality (UN, 2002).

The concept of gender was developed during the 1970s and has been widely adopted within academic literature and development programming as a way of understanding the different roles and behaviours of men and women within their particular social contexts. Using gender as a point of reference underscores that differences between the sexes are not immutable and may change, for example, during periods of armed conflict or as a result of development interventions (Long, 2011).

## Chapter One: Introduction

Peace and security are important in promoting the development of individuals in particular and the society at large. Security and peace are seen as public goods with which the society and its individual members have to be provided by the government. One of the main challenges in achieving sustainable peace and security in Africa is the transformation of its security sector. The list of countries in need of security sector reform (SSR) is long. They include those in post-conflict rebuilding, transition from military or one-party rule to participatory forms of government, recently attained independence, lack transparency and accountability in public affairs, disregard the rule of law, have problems in exacerbated conflict due to conflicting roles of actors in the security sector, difficulties in the management of scarce resources, as well as inadequate civilian capacity to manage and monitor the security forces (Wulf, 2010). SSR is a necessary and unavoidable process not only in terms of how reforms are implemented but also to whom they are dedicated and what objectives they are intended to achieve (Scheye and Peake, 2005). Experiences from post-conflict and transitional societies show that improving security governance helps create peace and other suitable conditions for social reconstruction and development to take place. SSR is crucial in reducing crime and insecurity, both major challenges in urban and rural areas of post-conflict countries (Homel and Masson, 2016).

Broadly, Security Sector Reform and gender are closely related if security institutions endeavour to achieve effective service delivery to all citizens (men, women, girls and boys) in a country. Security institutions are trusted when they are accountable, transparent, responsive and representative. As SSR has increasingly been recognised as an important tool for democratisation and good governance, the UN and governments have also been convinced that gender equality is a crucial element in achieving inclusive and sustainable peace. In 2000, the UN Security Council adopted Resolution 1325 on Women, Peace and Security, highlighting the interdependence of gender equality, peace-building and security. Women are acknowledged as having important roles in peacebuilding and in sustaining security at all levels (Nduwimana, 2006). Violence against women was seen as one of the largest threats to global security and through a participatory approach, SSR would help to ensure that the security needs of women are incorporated into the reform agenda (Valasek, 2007).

As men are over-represented in the security sector, many issues that directly affect women, girls and marginalised men and boys are often neglected in SSR. SSR strategies that promote the recruitment of women in security services and ensure that women participate equally in security decision-making, contribute to creating an efficient and legitimate security sector. The integration of gender issues into SSR processes increases responsiveness to the security needs and roles of people in all parts of the community and strengthens local ownership of the reform process (UN Security Council Note 2, 2007). It is therefore important for SSR to be gender-sensitive throughout its planning, design, implementation, and monitoring and evaluation phases. As the promotion of gender equality has mostly been undertaken by a few women, GM during SSR programs should involve many more people, both women and men. It is clear that society is dependent on using all human resources, and the experiences of both women and men. SSR acknowledges the shared responsibility of women and men in removing imbalances in society. The integration of gender issues in police reform is also key to operational effectiveness. 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.

The National Police Service (NPS), as the main institution in charge of maintaining public order, protection of people, and responding to different forms of insecurity faced by men, women, girls and boys in Kenya, needs to include gender equality dimensions within its SSR programmes. Clear policies and codes of conduct are necessary for the police service to achieve stability and security for all citizens. This can be performed only through security sector reforms with gender-responsive approaches.

This study on which this paper is based was conducted in five Counties (Nairobi, Nakuru, Isiolo, Kisumu and Mombasa). The main objective was to assess the magnitude of GM in SSR in Kenya. In addition, it sought to establish GM-related concerns in SSR in the NPS; examine the effectiveness of GM practices in SSR programs; and identify challenges and opportunities of enhancing GM in NPS. In the paper, the first three chapters (introduction, theoretical framework and literature review) attempt to contextualize the issue of GM in SSR. Research findings are presented in line with the objectives of the study. Chapter 4 analyses the Security Sector Reforms that have been implemented.



Chapter 5 assesses GM practices during the SSR process and chapter 6 identifies challenges and opportunities in enhancing GM in NPS. Conclusions and recommendations as well as identified areas of further research come at the end of the paper.

## **1.1 Background of SSR and GM in Kenya**

In Kenya, the transition from authoritarian to multiparty democracy in the early 1990s brought enough pressure for police reform. It became necessary to reform and/or transform the police force into a more modern service, in line with the new political context (Amnesty International Report, 2013). In 2003, the government established the Task Force on Police Reforms that came up with an extensive reform agenda specifically targeting the police. The task force was mandated to analyse the poor policing practices and provide practical recommendations. The task force proposed a number of recommendations including the development of a public relations campaign and the implementation of organizational reforms and institutional restructuring.

The events that followed the 2007 elections in Kenya constituted the turning point of the national police reform agenda. A report from a national commission of inquiry (the Commission of Inquiry into the Post-Election Violence (CIPEV), implicated several members of the police in acts of violence during the post-election conflict. The commission was supported by the United Nations and the main recommendation was the starting of an extensive reform program for the police force. In addition, the political accord and reconciliation process that followed the conflict prioritized deep reforms as a tool for improving the rule of law. A special taskforce was established known as the Police Reform Implementation Committee (PRIC). The taskforce came up with over 200 recommendations and a Police Reform Implementation Committee (PRIC) was established in 2010. The committee was mandated to supervise and provide necessary guidance and facilitation during the implementation of the police reforms.

From 2010 to 2013, the Kenyan government took steps to address institutional deficits and uphold its responsibility to protect (R2P). Article 41 of the National Police Service Act passed in August 2011 requires the police to be professional, to prevent corruption, to promote transparency and accountability, and apply these principles in practice. It states that national security shall be promoted and guaranteed with utmost respect for the rule of law, democracy, human rights and fundamental freedoms.

Considering that in Kenya and many other African countries, SSR has primarily been a male-dominated discourse and GM was almost forgotten or just mentioned in strategic policies. However, in recent decades, the significance of women's participation and their important role has become a cornerstone of SSR practice. In 1997 the UN Economic and Social Council (ECOSOC) adopted GM as a strategy to be systematically used in all areas of work throughout the UN system, particularly in development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security, and legal and political matters.

The ultimate goal is to achieve gender equality. The government of Kenya established the Ministry of Gender, Sports and Culture in 2002, the Gender Department and the National Gender Commission in 2004. More attention was gradually paid to the facilitating services that would enable quick implementation of GM activities and programs. Given that various national and international agencies are investing heavily in Gender Sensitive Police Reform (GSPR), it is crucial to analyse how far the NPS has gone in implementing GM strategies during its extensive security sector reforms.

## **1.2 Principles for Integrating Gender in Security Sector Reform**

GM is a holistic approach in ensuring that gender issues are comprehensively addressed in SSR. In 1997 the UN Economic and Social Council (ECOSOC) adopted GM as a strategy to be systematically used in all areas of work throughout the UN system, particularly in development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security, and legal and political matters. ECOSOC defined GM as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas of life and at all levels. The rationale is to make women as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is achievement of gender equality.

GM also seeks to ensure that SSR programmes take account of the different needs and roles of men and women to ensure that both gender participate and are represented.

As women continue to be under-represented in SSR processes, efforts should be made both to increase women's presence and representation in public institutions concerned with security and to give women's organizations a voice in SSR. This can be achieved through extensive legislative, administrative and institutional reforms.

### 1.3 Operationalization of GM in Africa

Mainstreaming gender cannot occur automatically. It is not enough to advance gender mainstreaming by having only good policy documents; it needs to be advanced in the context of specific processes and activities (Hannan, C, 2000). The work of mainstreaming gender in the Africa Union has been, and continues to be, a long process. Femmes Africa Solidarité (FAS) in collaboration with African Women's Committee on Peace and Development (AWCPD), has worked hard to bring the gender perspective onto the continent's agenda since 2000. The aim has been to push forward the agenda of increasing the inclusion of women at the decision-making level.

The adoption of the Solemn Declaration on Gender Equality in Africa (SDGEA) was a landmark event and a tool to make AU member-states accountable to their commitments to include women in building peace and security of the continent. Pursuant to this, the African Union has developed a gender policy which provides Regional Economic Communities (RECs) and member states a mandate for the operationalization of gender equality by implementing comprehensive Gender Action Plans (GAPs).

This Policy provides a framework intended to accelerate the realization of gender equality, fairness between men and women, non-discrimination and fundamental rights in Africa. In a more general manner, this policy is conceived as a tool to facilitate the advancement of Africa's political and socio-economic integration, guarantee that gender issues are included in the African agenda, accelerate GM, contribute to higher living standards and enhance the efforts exerted by African peoples to play their rightful role in a globalising world.

In Kenya, the commitment of the government to mainstream gender in national development is evidenced by the establishment of different national instruments with different but complementary roles (Plan of Action 2008 – 2012).

These instruments include establishment of:

- Women/ gender desks in all government ministries under the 1994-1996 National Development Plan.
- Elevation of Women's Bureau to a department in the Ministry of Gender, Sports, Culture and Social Services (MGSCSS), with its own budgetary allocation.
- National Commission for Gender and Development established by an Act of Parliament to provide policy guidance and act as the oversight body in terms of appraising performance of government institutions in mainstreaming gender concerns thereby strengthening the national machineries for gender integration in development in 2004;
- The Constitution of Kenya which espouses the rights of women as equal in law to men, and entitled to enjoy equal opportunities in the political, social and economic spheres. Article 27 states that the government has to develop and pass policies and laws, including affirmative action programs and policies to address the past discrimination that women have faced.
- Besides these government structures, the women's movement, civil society organizations, private sector, Faith-based organizations and other non-state actors continue to provide structures for advancement of women issues and the gender equality discourse.

## 1.4 Statement of the Problem

Police work in all societies is seen as a man's job. This is evident from the fact that in most countries of the world, women are poorly represented amongst police personnel. The NPS (Kenya) is not only dominated by men, but also modelled as a masculine institution (Louw-Vaudran, 2015). This has implications for its daily work in terms of gender abuse as the service tends to be more protective of male interests (Griffin, 2006). Despite significant improvements in GM, the perception of Kenyans of the National Police Service is that of an unfriendly set of uniformed men. One of the major challenges of the NPS is gender imbalance among police personnel. Women have been recruited into the Kenya Police Force (KPF) since the year 1927 while men have been recruited since 1895.

As the Kenya government 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 governmental bodies including the National Police Service.

In the Administration Police Service (APS), women have been recruited since 1987 and men since 1902. Even so, in 2015 only 12.7% of the KPF and 9.8 % of the APS were women, which constitute 22.5% of the NPS. This falls far short of the one-third minimum (33.3 %) of the female gender provision stipulated in the *Constitution of Kenya and the National Police Service Act*.

The NPS lacks a strategic office for overseeing gender equality and no position responsible for oversight and enforcing of compliance with the gender requirements of the constitution, the law, and the various trans-governmental gender initiatives to which the NPS should be contributing. As such, there is little knowledge of the gender situation in the organisation. Consequently, the changes the NPS has been making lack impact to date, and the NPS is falling short of its gender obligations. Therefore, responses to women and children-specific problems in practice are entrenched in gender stereotypes or gender prejudices that uphold operational frameworks and guidelines that inhibit people's access to justice.

### **1.4.1 Objectives of the Study**

The objectives of the study were to:

- i. Identify and analyse the on-going security sector reforms in NPS;
- ii. Examine GM achievements in SSR programs of the NPS; and
- iii. Establish the challenges and opportunities of enhancing GM in NPS.

### **1.4.2 Research Questions**

- i. What security sector reforms are taking place in the NPS?
- ii. What achievements have been recorded by SSR programs of the NPS?
- iii. What challenges and opportunities exist for enhancing GM in NPS?

## 1.5 Significance of the Study

The study contributes to existing knowledge by analyzing the challenges facing GM in the National Police Service. By so doing, it identifies the opportunities for GM in the National Police Service. Lastly, the recommendations provide tools for national police managers to address gender issues and concerns in the NPS.

## 1.6 Justification of the Study

Since Kenya's independence in 1963, the police force has been linked with protection of the political and economic elite than all people's rights (CHRI, 2006). This contributed to the widespread public impression that the police was a hostile, abusive, corrupt and ineffective force. In addition, the police lacked the necessary equipment to carry out their duties. It had to deal with poor infrastructures and lack of coordination between the two separate police forces (Administration and Regular Police (Kivoi and Mbae, 2013). To tackle the interconnected problems of governance, poor performance and insecurity, SSR requires a holistic approach.

The integration of gender issues into security sector reform programmes is likely to significantly contribute to the operational effectiveness of the NPS. It will help to ensure that all citizens benefit from the reform process. It will also establish the need to comply with national, regional and international laws, instruments and norms that ensure equal rights.

Increasingly, integration of gender issues into SSR is also being recognised as providing a variety of other concrete benefits, including strengthening local ownership and effective delivery of security and justice services. Adequate representation of women in security institutions is crucial to ensure peace, build trust and act on gender-specific concerns such as GBV and SGBV. By Taking gender equality into account in the NPS, policies and frameworks will be better defined in terms of the real needs of women and men in the service. The lives of all , both women and men officers, will improve.

This study took place in five Counties (Nairobi, Mombasa, Kisumu, Nakuru, and Isiolo). Peace and security issues experienced in theses counties tend to depict what occurs in their respective regions and in the country on policies and programs with regard to SSR and GM.

## 1.7 Limitations

Given the nature of information sought and the conditions in the different locations, many respondents were keen on anonymity. Some people were hesitant to participate in the study mainly due to stereotyped beliefs and fear of possible repercussions. The commencement of data collection was also delayed due to protocols in obtaining clearance and consent from the relevant authorities. Despite these challenges, the reception of the research team at county level was warm and the targets of the study were achieved.

## Chapter Two: Literature Review and Theoretical Framework

This chapter reviews the literature mainly on the relationship between gender and security, the integration of gender into SSR processes to better respond to security needs and concerns of women, men, girls and boys; and the strategy of having women in decision making positions. It also reviews the national and international frameworks and policies that promote gender equality. Although there are a few African scholars who write on SSR in Africa (De Klerk, 2010), there is little scholarly material specifically dealing with gender and SSR. Much of the work on gender and SSR (not necessary by African scholars) is in the form of handbooks, toolkits and conference reports (Pearson Peacekeeping Centre and ECOWAS Roundtable Report 2006; Bastick, 2008, ISS Report, 2008 and DCAF Toolkit 2008; 2009). The works by Clarke (2008), De Klerk (2009) and Vaselek and Hendricks (2010) specifically focus on gender and SSR. They argue that much of the problem of the invisibility of women in studies of conflict was grounded in the idea that war is largely fought by men, acting in formal roles as soldiers.

The OECD Handbook (2007) assumes that in order to enable states to create peaceful and sustainable living conditions, all security dimensions must be tackled together in an integrated approach. The relationship between gender and security issues is currently experiencing increasing recognition and attention within the international debate on development and sustainable peace-building. The United Nations Security Council resolutions 1325 of 2000 and 1820 of 2008 best reflect this changing attitude of the international community towards gender issues. According to this guidance, biological differences between women and men do not change but the social roles that they are required to play vary from one society to another and at different periods in history. The term gender, then, refers to the economic, social, political and cultural attributes and opportunities associated with being male or female (OECD 1999: 12), which helps clarify to the issue of security from a holistic perspective. For the respective security institutions to play a constructive and positive role, they must respond to the security needs and concerns of women, men, girls and boys. Any meaningful response to these needs requires a rethinking of gender roles and expectations within the security sector.



In SSR, attention to gender highlights the fact that forms of insecurity experienced by men and women are not only different but also largely depend on the social processes and structures within which men and women live (SIPRI, 2008).

Although there are exceptions, the overwhelming majority of the victims of rape are women while those of armed violence are men (WHO, 2001). These vulnerabilities result from a range of differences in the way that the lives of men and women are shaped, including their relative access to power and resources. Likewise, the roles that men and women perform as security providers within the security forces and institutions or as perpetrators of violence reflect social processes that can be subject to change (Hanggi and Winkler, 2003).

According to the OECD Handbook on Security System Reforms (2009 Edition), the comprehensive integration of gender equality dimensions into SSR processes is critical to ensuring local ownership, effective delivery of justice and security services, and strengthened inclusion, oversight and accountability. However, in many countries, SSR policies and programmes fail to involve both women and men in decision-making processes and do not adequately acknowledge gender dynamics in attempting to understand issues such as sexual violence or small arms violence (Valasek, 2008). This failure results from security system institutions not adequately providing security and justice, continuing to perpetrate human rights violations, and remaining strongholds of discrimination and harassment. Towards effective participation of women in decision-making levels, Jahan argues that there must be a shift from an “integrationist approach” which seeks to add gender issues in all sectors, to an “agenda -setting approach”. An agenda-setting approach would entail change in the manner in which decision-making processes are undertaken, by strategically positioning gender issues amongst other competing issues. Secondly, women would not only be expected to play a leadership role in decision-making structures, but also actively participate in the drafting of policies that affect them.

Bendix (2008) and Hendricks and Valasek in Bryden and Olonisakin (2010), revealed that integrating gender into SSR has often been reduced to the inclusion of women in the security sector. This has meant that the concentration has been on numbers rather than on transforming power relations and the culture within the security sector.

Jacob (2008) shares this view with Bendix by saying that there has been a concentration on ‘women as actors’ to the disadvantage of ‘women as beneficiaries.’ Then, too, few security institutions have met their targets on including women.

Bendix (2008) notes the lack of focus on masculinity within security institutions and how this reflects and reinforces cultures of violence that tend to exacerbate human insecurity. Hendricks and Valasek (2010) also speak to the need to address the sexist and violent institutional culture of the security sector if an environment conducive to the participation of women and responsive to the needs of all sectors of society is to be built. They note that ‘efforts to recruit women lead to a handful of junior women in a predominantly male institution. As a survival mechanism, these women will often conform to traditional gender roles rather than challenge them (Hendricks and Valasek 2010).

In view of the foregoing literature, therefore, GM not only focuses on gender equality but also on equal opportunities in terms of recruitment, advancement, conditions of work, norms, attitudes and organisational culture.

## **2.1 National and International Frameworks on Gender and SSR**

### **2.1.1 National Policy on Gender and Development (2000)**

The NPGD (2000) recognizes that it is the right of men, women, boys and girls to participate in and benefit from development and other initiatives. It is a policy that seeks to help Kenya meet its development goals. The policy advocates for new strategies aimed at ensuring greater participation of women in all sectors of the country’s economy. The National Commission on Gender and Development Act 2003 provides the framework for mainstreaming gender in all sectors, pledges to enforce a policy of equal opportunities, and stipulates measures for GM. Among other government policy documents that address gender issues are Sessional Paper No. 2 of May 2006 on Gender Equality and Development; National Poverty Eradication Plan (NPEP), Poverty Reduction Strategy Papers (GoK, 2001-2004); Economic Recovery Strategy Paper (ERS 2003-2007); and Vision 2030 (social pillar-investing in the people of Kenya). The Government is also a signatory to international protocols relating to GM and it is an obligation of all sectors to implement them.

All these documents reiterate the need to eliminate all forms of discrimination, promote gender equality, and promote gender inclusion and empowerment. The Documents also set goals and targets for achievement.

There is also the Kenya National Action Plan (KNAP) which is built on four pillars: prevention, protection, participation, relief and recovery. The KNAP is based on a human security framework and attempts to address the root causes of the economic and socio-political issues around peace and security facing Kenyan women. The proposed KNAP promises to deepen understanding of the multiple roles and concerns that women have in peace processes while mainstreaming them by creating accountability of the different actors responsible for its implementation through policy development and resource allocation.

### **2.1.2 The New Constitution of Kenya**

The gender gains provided for in the Constitution of Kenya (2010) may be viewed as a starting point in providing legal instruments to ensure equal enjoyment by women and men of socially- valued goods and opportunities.

The new constitution provides for considerable representation of both gender (especially women) in the key decision-making organs at different levels of leadership and governance. However, the provisions need constant effort and political will to be fully functional in the day-to-day lives of men and women. This is a major step in the democratization process because in the history Kenya, women had always been under-represented in decision making at major levels.

### **2.1.3 United Nations Charter (1945)**

The UN Charter, establishing the United Nations, enshrines equal rights of men and women in recognition of the dignity and worth of the human person. As outlined by the Charter, the UN is mandated to maintain international peace and security and to that end to take effective collective measures for the prevention and removal of threats to peace and to bring about, by peaceful means, the settlement of international disputes and conflict prevention.

### **2.1.4 Universal Declaration of Human Rights (1949)**

The Universal Declaration of Human Rights calls on member states to achieve the promotion of universal respect for and observance of human rights and fundamental freedoms. In particular, article 25(1) guarantees the right to an adequate standard of living and the right to security in the event of unemployment, sickness, widowhood, old age or other lack of livelihood. Similarly, article 3 guarantees equal right to life, liberty and security of the person.

### **2.1.5 International Covenant on Civil and Political Rights (1966)**

At the core of human security for women, girls, men and boys is the elimination of unequal and oppressive gender relations. Articles 9 and 10 of the International Covenant on Civil and Political Rights supports this central aim of SSR by guaranteeing that all persons are equal before the law and have equal protection of the law. Laws must prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground, including gender.

### **2.1.6 International Covenant on Economic, Social and Cultural Rights (1966)**

SSR aims to guarantee the day-to-day human security of individuals and communities, which includes the creation of safe spaces for development initiatives. Article 12 of the International Covenant on Economic, Social and Cultural Rights imposes a positive obligation on States to ensure the highest attainable standard of physical and mental health for everyone.

The Covenant calls on States to take all steps towards the reduction of stillbirth and infant mortality rate; improvement of all aspects of environmental and industrial hygiene; and the prevention, treatment and control of epidemics and other diseases, as well as the creation of conditions to ensure that medical service and attention are provided to all.

### **2.1.7 Convention on the Elimination of All Forms of Discrimination against Women (1979)**

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) aims at eliminating gender discrimination, and is premised on guaranteeing fundamental human rights to men and women. The Convention calls for the protection of women against all forms of violence, GM, and equal and full participation of women in all fields. The participation of women is recognized as a necessary component of the complete development of a country, the welfare of the world, and the cause of peace. A highly participatory process is crucial if there is to be an accountable, equitable, effective and transparent security sector that responds to the particular security needs of women, girls, men and boys.

### **2.1.8 United Nations Declaration on the Elimination of Violence against Women (1993)**

The United Nations Declaration on the Elimination of Violence against Women imposes an obligation on State parties to take all steps in condemning violence against women, including the implementation of dedicated policies. The Declaration recognizes that violence against women is an obstacle to the achievement of equality, development and peace. It entitles women to equal enjoyment and protection of human rights and fundamental freedoms in all fields. These rights include the right to liberty and security of the person, equal protection under the law, freedom from all forms of discrimination, and the right to the highest standard attainable of physical and mental health.

### **2.1.9 The Beijing Platform for Action (1995)**

GM was established as a major global strategy for the promotion of gender equality in the Beijing Platform for Action from the Fourth United Nations World Conference on Women in Beijing in 1995. It reiterates that equality between women and men is a human rights matter and is a condition for social justice, development and peace. The platform recognized that the full participation of women in decision-making, conflict prevention and all other peace initiatives is essential to the realization of lasting peace.

The inclusion of a goal on gender equality and the empowerment of women in the realization of MDGs re-established the commitment voiced in Beijing. In addition, in outlining the way forward toward achieving that goal, the report of the Task Force on Education and Gender Equality of the UN Millennium Project reinforced the importance of investing in GM as a tool and reiterated the need to expedite mainstreaming responses and actions and put in place the systems to hold institutions accountable (Mehra and Gupta, 2006).

The commitment of the NPS to attain gender equity and equality is underlined in various national and international legal and policy documents. The Constitution of Kenya, the National Gender policy and the Employment Act (2007) outlaw discrimination on the basis of gender and emphasize social justice and equal opportunities in terms and conditions of employment or other matters arising out of employment. The policy provides direction for all ministries to forge strategies and their implementation frameworks for tackling inequality.

## **2.2 International Instruments Supporting GM in SSR Activities**

At the global level, several international instruments have been adopted and ratified by governments to promote gender and women's rights. These mechanisms form the basis of GM in SSR programs.

### **2.2.1 African Union Framework**

The gender architecture in the AU is conceived in line with AU aspirations and in consultation with member states and civil society organisations. The earlier Organization of African Unity (OAU) established the Women's Division within its Community Affairs Department with the objective of mainstreaming gender in all actions. However, the structure lacked the backing of a legal framework, financial and human resources, and GM did not take place. In 1995, the OAU committed itself to the African Platform for Action on Women, signed in Addis Ababa. Later Article 4 of the new African Union Constitutive Act defines its principles as being to 'promote and protect human and peoples' rights in accordance with the African Charter on Human and Peoples' Rights and other relevant human rights instruments' and the 'promotion of gender equality.

## 2.3 Theoretical and Conceptual Frameworks

The necessity to recruit more female officers in security institutions is discussed through two main theories: The *Feminist theory* which tries to understand causes of gender inequality the *Human security theory* which concentrates on the security of the individuals, their protection and empowerment.

The *feminist theory* considers gender as the socially constructed roles and relationships between men, women, boys and girls. Humans are often taught to act, feel and think differently depending on whether we are born female or male. These social roles are fluid and vary depending on the specific ethnic, religious, class and geographic community that one is born into. In contrast, biological differences between males and females, such as hormones, reproductive organs and genetic differences are largely fixed. When referring to biological rather than socio-cultural differences between women and men, the term 'sex' is used. As a consequence, these socially constructed gender roles have determined African women and men's differential access to education, employment, political power, etc., all of which influence the security threats that they face and their ability to access security and justice. For instance, African women are much more likely to become victims of domestic and sexual violence, while men are more likely to suffer from gun and gang-related violence. In this context, gender roles constitute one of the key factors that construct the different security experiences, needs, priorities and actions of men, women, girls and boys.

Feminist theorists are against realist approaches that equate national security with the protection of state sovereignty and territory because they mask other forms of violence and insecurity. The realist assertion that the state is the only legitimate provider of security denies the fact that the state itself often poses a threat to the security of people, from police brutality to structural violence through perpetuation of economic inequality.

***The human security theory:*** The human security approach emphasises among others, the centrality of the security of people over state sovereignty; the obligation of states to ensure people's security; the cross-border nature of many security issues; the importance of non-state actors; accountability for violators of human rights and humanitarian law, and the complexity of security threats and the need for multifaceted responses (Woroniuk, 1999). In the 2005 World Summit outcome document, Heads of State and Government refer to the concept of human security. Paragraph 143 of the Document recognizes that:

“all individuals, in particular vulnerable people, are entitled to freedom from fear and freedom from want, with an equal opportunity to enjoy their rights and fully develop their human potential”.

A gender-sensitive approach to human security goes beyond viewing humans as a homogeneous group and takes into account differentiating factors that expose an individual or group to specific security threats, including gender, ethnicity, age, class, nationality and religion. The human security approach on gender equality focuses on three main issues of utmost importance.

First, it is a moral and ethical imperative: achieving gender equality and realizing the human rights, dignity and capabilities of diverse groups of women is a central requirement of a just and sustainable world. Second, it is critical to redress the disproportionate impact of political and insecurity shocks on women and girls, which undermine the enjoyment of their human rights and vital roles in sustaining their families and communities. Third, and most significantly, it is important to build up women’s agency and capabilities to create better synergies between gender equality and sustainable security development.

## 2.4 Multiple Approaches in GM

Integrating gender into security sector reform programmes in Africa has become a standard part of SSR policies and practices. However, gender issues remain a crucial gap in African security policy formulation and security sector reforms. The contextually specific security and justice needs of African men, women, girls and boys remain largely unmet and women continue to be systematically under-represented in security decision-making and provision at the continental, regional, national and community levels (Hendricks and Valasek, 2010). Security sector reform from a gender perspective involves implementing gendered initiatives at the structural, policy and personnel level, including reforms in order to halt internal violence, human rights abuses and discrimination. From this approach, GM can be viewed as a strategy to help women and men to gain recognition for the work they do, both in the public and private spheres, and to reach equal participation and positions of power (Lorber, 2010:10). There are three identified key models to achieve gender equality (Rees, 2005). The models present both visions of gender-equality strategies for GM, even though they are sometimes mixed together (Walby, 2005b).



### 2.4.1 Equality model

In the equality model, GM focuses on individual rights and legal remedies. This model is about providing a legal base, equal for women and men, while ensuring enforcement of the laws (Rees, 1998:42). This means that men are the basis and male norms are accepted and women only gain equality with men if they perform to the standards of men (Walby, 2005b:326). The model is against gender inequality in the public sphere and seeks to address the allocation of positions within a given hierarchy (Rees, 1998:29).

### 2.4.2 Positive Action Model

The positive action model is based on positive action towards women. Historically, projects using positive action approach have been concerned with providing education, training and business support to women. The basic assumption is that women (and in some cases men) start from an unequal position and should be compensated for them to reach equality with men (Rees, 1998:34). Measures to address the difference between men and women and women's special needs should include: women-only training, earmarking and ring-fencing budgets for women-targeted projects, gender quotas and childcare provision. Childcare provision is built on the assumption that women care for house and children more than men do and by providing childcare, women can engage in training/work (Rees, 1998:37, 44).

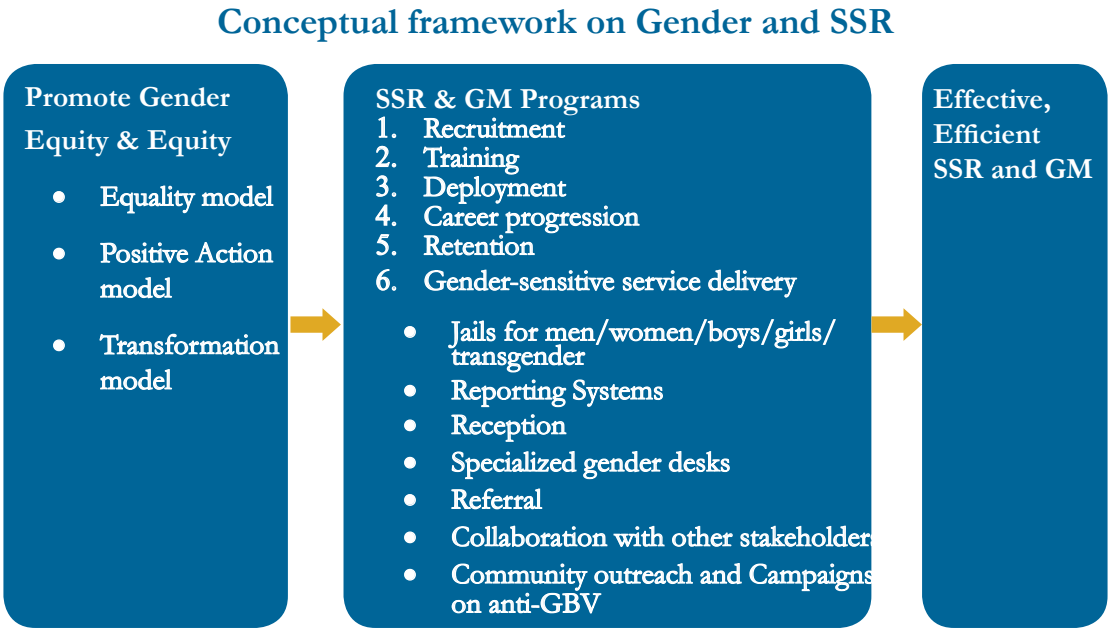
### 2.4.3 Transformation Model

The transformation model addresses structures and systems in order to accentuate the desire positive transformation. Transformation becomes the agenda and this is where GM is ideally situated (Rees, 2005; Daly, 2005; Walby, 2005). Theoretically, GM is rooted in the politics of difference and seeks to address institutionalized sexism, deconstruct power relations and redistribute power. It recognizes similarities and differences among each of the male and female genders (Rees, 2005:559). Leaders have to understand their organizations and why it has to be transformed. In addition to structural barriers, the change also seeks to tackle values, culture and gender norms embedded in organizations (Rees, 1998: 47). According to Harvey (2010), transformation can only occur when four organizational dimensions are ready for gender integration.

These are political will, technical capacity, accountability, and organizational culture. Integrating gender into an organization’s activities and structures both external and internal dimensions to the organization. Externally, gender integration fosters the inclusion of and benefits to women and men who participate in or are affected by an organization’s projects, services, or initiatives. Internally, gender integration promotes women’s leadership and equality within the organization’s policies and structures and provides benefits for both women and men in the process. It is assumed that the achievement of human rights, democracy, rule law and accountability within a context of shared responsibilities between women and men resolves imbalances and leads to a society where both women and men experience wellbeing in public and private life (Council of Europe, 1988).

This study adopted the Nduwimana and Njambi typology (2016) on SSR and GM. This typology suggests a pre-requisite tool for SSR to be effective and efficient.

The tool combines the three models (Equality, Positive action and Transformation) of GM at public and institutional levels as well as six components of SSR and GM service delivery as indicated in the figure below.



**Figure: Conceptual Model**  
**Source:** Authors’ own conceptualisation

## Chapter Three: Methodology

### 3.1 Introduction

This chapter discusses the research study design, the study population, sampling method and sample size, the research methodology that has been adopted in this study. It also describes the data collection process, instruments used, data analysis methods and ethical considerations.

### 3.2 Study design

A descriptive cross-sectional study was conducted using both qualitative and quantitative data collection methods.

### 3.3 Study area

This study was conducted in five counties (Nairobi, Mombasa, Kisumu, Nakuru, Isiolo) divided into 5 clusters (Central, Rift valley, Western, Nyanza, Coast and Northern). The five counties were selected to represent different geographical regions of Kenya and the county's police headquarters were visited because they have to be role models for police stations in the project of gender mainstreaming.

### 3.4 Sampling Procedures

One county was selected from each of the five clusters. The main respondents were drawn from among county commanders of the Kenya Police, Administration Police, and the Department of Criminal Investigations at the County level. Three key informants (KIs) were selected from each cluster, making a total of 15. The KIIs were selected based on their experience and positions in the NPS. In addition, we interviewed gender officers in each county to triangulate the information given by KII.

### **3.5 Data sources and Data collection Methods**

The study used both primary and secondary data. Primary data was obtained through focus group discussions (FGDs), Key Informant Interviews (KIIs) and participants' observation. FGDs were organised in each county police Headquarters with assistance of the county police commissioner.

Key Informant Interviews (KIIs) were conducted with county police commanders or their representatives. Semi-structured Interviews and structured questionnaires were used.

Secondary data was collected to provide a basis for existing literature gaps. Researchers collected a wide range of documents for review. These included policy documents, reports on gender mainstreaming in Kenya, and other programme reports and evaluations. Manuals and handbooks were consulted because they inform on how to incorporate a gender perspective in policies and programs and contain important sources of information and background material.

### **3.6 Ethical Considerations**

Consent to participate in the study was given orally after sharing the purpose of the study and the voluntary nature of participation. Participants were assured of confidentiality of the information shared. No names were written on the questionnaires.

## **Chapter Four: Preliminary Findings on SSR in the NPS**

Kenya faced the biggest security and political crisis following the general elections of 2007. Several reports mentioned extra-judicial executions by the Kenya Police which pushed for general police reforms to enhance human rights observation, rule of law and democracy (Omeje and Githiga, 2010). Vision 2030 also recognises safety and security as key determinants of human settlement and investment. The constitution of Kenya 2010 and Vision 2030 provide the basis for security sector reforms and Gender Mainstreaming some of which are still undergoing so as to meet this constitutional requirement.

### **4.1 Change from Force to Service and Unity of Command**

Following the promulgation of the new constitution of Kenya (2010) and the subsequent National Police Service Act (2011), the former police force became the National Police Service (NPS). The new NPS consists of three forces (Kenya Police Service, Administration Police Service and Directorate of Criminal Investigations which report to the Inspector General of Police. The Inspector General is responsible for all administrative and personnel issues affecting the service. According to Article 244 of the Constitution, it is required to: comply with constitutional standards of human rights; fundamental freedoms and dignity; strive for the highest standards of professionalism and discipline; train staff to the highest possible standards of competence and integrity; and foster and promote relationships with the broader society.

### **4.2 The National Police Service Commission (NPSC)**

The National Police Service Commission (NPSC) is one of the independent commissions established by the new constitution of Kenya. The Commission is established under Article 246 of the Constitution. The NPSC is in charge of the human resource management of the Police Service that previously was being handled by the Public Service Commission. The commission has the following specific mandate:

- Recruit and appoint persons to hold or act in office in the police service, confirm appointments and determine promotions and transfers within the National Police Service;
- Observe due process, exercise disciplinary control over and remove persons holding or acting in offices within the service; and
- Perform any other functions as prescribed by national legislation.

### 4.3 The Independent Policing Oversight Authority (IPOA)

The Independent Policing Oversight Authority (IPOA) was established through an Act of Parliament in November 2011 to provide for civilian oversight over the work of the police in Kenya (Independent Policing Oversight Authority Act No. 35 of 2011). The main mission of IPOA is to conduct neutral and independent investigations, inspections, audits and monitoring of the National Police Service to prevent impunity and enhance professionalism in the interest of the public (IPOA inaugural performance report, June-December 2012). The outcome is to enhance public confidence that complaints about police misconduct will in future be investigated in an impartial manner and that transgressors will be called to account. According to FGD discussions, IPOA helps to enhance police accessibility and has improved the image of the police. It was recommended that IPOA shall have all powers necessary for the execution of its functions under the constitution and legislation including:

- Power to investigate complaints
- Power to take over ongoing internal investigations into police misconduct where deemed appropriate.
- Power to demand mandatory cooperation from the police
- Compelling attendance of witnesses
- Power to subpoena documents
- Power to obtain search warrants
- Obtaining listening devices or telecommunication interception
- Ensuring witness protection

- Power to recommend prosecutions
- Power to follow up on recommendations, in particular requiring feedback on implementation within a specified period
- Power to enforce implementation of its decisions through the courts
- Reporting to parliament
- Power to determine its own procedure (Report of The National Task Force on Police Reforms, 2009)

## 4.4 Introduction of Community Policing

Recognising that communities are best placed to identify their own security and safety needs and how they can be met, communities must be actively involved in planning and implementing locally-defined solutions to their problems (Saferworld, 2008). Community-based policing (CBP) is an approach that brings together the police, civil society and local communities in developing local solutions to safety and security concerns. CBP improves public trust in the police, cooperation between police, citizens and community, and develops stakeholder capacity for security sector reform. In practice, CBP involves police and community training and capacity building, the development of a national CBP policy, strategic planning and piloting of CBP at the local level. Pilot CBP programmes include community safety/information centres and support for local partnership safety projects (Mbogo, Ndung'u, Campbell, and Rai, 2008). This has been achieved through the creation of inter-agency partnerships, community involvement and collaboration with key stakeholders, including the Office of the President, the Kenya Police and the Administration Police (Kiarie, 2012).

## 4.5 Introduction of Service Charter

A service charter may be defined as a public document that sets out basic information on the services provided, the standards of service that customers can expect from an organisation, and how to make complaints or suggestions for improvement (Löffler, Parrado and Zmeskal, 2007). It is a written and signed document which sets out the partners' roles and responsibilities to improve performance, enhance and fast-track the delivery of services to improve the lives of the people.

A service charter plays an important role in improving public service delivery. It demonstrates the will of the police to improve their performance by achieving excellence when dealing with the community. People seeking services at different police offices and stations have the right to be treated with professionalism and fairness, and provided with the appropriate service or information they require. A service charter shows how citizens can be assisted and the expectations of the NPS vis-à-vis the community.

## 4.6 Improved Welfare and Administrative Reforms

The government of Kenya has planned important reforms to modernise the NPS in its Vision 2030. The constitution also places demands for structure and welfare reforms within the NPS.

The implementation of these reforms has started including acquisition of new police vehicles, modern communication equipment, recruitment of additional officers, and a new salary structure that introduces grades for junior and senior police officers. A project for construction of houses for police officers started in 2016. The project, funded by the World Bank, will facilitate officers to construct their own houses at cheaper rates. In terms of administrative reforms, promotions are done through a board. The promotions boards are located at Sub county, county and national levels. At each level, the supervisors identify their junior officers depending on the vacancies available. The criteria used in identifying those to be promoted include discipline, period of service and passing of examinations. In terms of logistics, officers still have serious challenges on housing but significant efforts have been done and others are ongoing. The following have been accomplished (Audit of the Status of Police Reforms in Kenya, 2015)

- 1,534 housing units completed
- 31 office blocks built
- 2,140 housing units leased.
- 15 office blocks leased
- 520 projects on housing units are ongoing.
- 16 projects on administration blocks are ongoing.



## Chapter Five: Further findings on GM Practices in NPS

Police and gender reforms focus on the importance of strengthening the ability of the police to understand and address the different security needs of the entire population (including men, women, boys and girls, from all walks of life) and creating non-discriminatory and representative police institutions (Denham, 2008). In Kenya, police reforms have been a key concern to many stakeholders. Specific concerns have been raised as to the adequacy of policing, police accountability and respect for human rights (the National Police Service Act). The changes made to the police system were prompted by many factors, including the Police Reform Taskforce Report (also called the Ransley Report) that reviewed police structures and systems after the 2007/8 post-election violence and recommended wide-ranging reforms to the police service. The goal of the police reforms is to transform the police into a professional, efficient and accountable service that is trusted by the public (Commonwealth Human Rights Initiative, 2012).

Since the beginning of reforms in Kenya, there has been a significant transformation of the police including increasing the number of police officers in all services, and bringing in new developments in local and community policing (Omanya and Otieno, 2015). Before discussing GM practices, it is important to understand the importance of gender and the experiences of Kenyans (men, women, boys and girls) on gender issues.

### 5.1 Importance of GM in NPS

The police are responsible for maintaining peace and order, and upholding the rule of law and performing their duties with sensitivity and regard for members of the community. The NPS plays important roles in protecting the lives and properties of the Kenyan people (men, women, and children). To achieve this goal, the police service is guided by a number of factors such as the need to improve its public image and to be more effective, accountable, equitable, and rights-respecting. GM is now seen as an integral part of police reform and a key to operational effectiveness and institutional credibility. This includes increasing the recruitment of female staff, preventing human (women's) 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.

Effective GM in the NPS is therefore important in view of the global and regional mandates for gender-equitable practices for sustainable human development, and in view of the progress that Kenya has made in instituting the National Gender Policy with concern for legislative reforms that guarantee gender justice and respect for human rights.

## **5.2 Experiences of Men, Women, Boys and Girls on Gender Issues**

The concept of gender is generally taken to incorporate the differences between, women, men, girls and boys. The concept needs to be clear in terms of the different needs and concerns of men, women, boys and girls about security. A comprehensive assessment of the different security needs of men, women, boys and girls will help the NPS to achieve its effectiveness and meet the expectations of the Kenyan society.

### **5.2.1 Violence against Women**

According to the study findings, women are the more affected by gender issues like sexual and gender-based violence. This was supported by reports in the five counties we visited. Intimate partner violence is seen to be a “normal” part of relationships. Indeed, there was an expectation that men were more likely to physically abuse their female partners. Other forms of abuse affecting women included emotional, physical and economic abuse. In the case of economic abuse, an example was given of how young women often fell pregnant and proceeded to raise the child without the support of the father. Another economic abuse is associated with inheritance. A good number of ethnic groups in Kenya share a patriarchal culture in which men own the key productive assets such as land, livestock and medium to large businesses. A woman, for example, may milk the family cow and sell the milk products, but she could not sell the cow itself because it was “owned” by her husband. To measure the effectiveness of these reforms, the study analysed the gender issues affecting men, women, boys and girls and the reforms that have been implemented to date.

### **5.2.2 Domestic Violence against Men (DVAM)**

A significant finding in this research was that men were also affected by gender-based violence, physically, emotionally and sexually.

This is referred to as Domestic Violence against Men (DVAM). Issues considered to be taboo such as male-to-male rape are not often spoken about. FGDs spoke about how rape of men and boys was a reality that needed to be acknowledged as a serious issue and addressed appropriately. Young men are often raped, but these acts are stigmatized, hidden and unreported. Men are abused by their women partners, but this is not understood to be a reality. In general, it is difficult for men to speak out about sexual and other forms of abuse because the attitude is that men are tough and invulnerable, and that they do not express their pain or suffering publicly. Reporting to the police is particularly difficult because men will be laughed at and/or ridiculed and also the police ‘think’ that a man cannot be abused by another.

Some participants also spoke about men being abused by their intimate female partners, including girlfriends and wives. This includes emotional abuse such as when a male partner is perceived to be not providing sufficiently for the relationship or family. DVAM remains largely unreported because of fear and shame and the magnitude of the problem could be much higher because such incidents are largely ignored when they are perpetrated by women but are taken seriously when they are perpetrated by men (Njuguna, 2014). One participant stated that he had witnessed a woman physically abusing her husband because he was not providing enough for the family.

It was found out that abuse of men in general is not talked about, and it is difficult for men to seek help because of social constructions of masculinity that state that men are strong and tough fighters, and that men do not feel pain or cry, and therefore cannot be vulnerable to abuse. Reporting to the police is problematic because police officers will dismiss and/or ridicule the victim.

### **5.2.3 Abuse of Children**

The study found out that children were vulnerable to abuse and this was kept within the family with mothers unwilling to speak out against the perpetrator who was likely to also be the head of the household. Another issue reported was child marriage. Previous studies have found out that an estimated 23% of girls were married before the age of 18 in Kenya (UNICEF, 2016).

Child marriage rates vary across the various regions of Kenya, with the North Eastern and Coast regions having the highest prevalence rates, and the Central region and Nairobi having the lowest rates (Demographic and Health Survey, 2014). Female genital mutilation as a gender issue in Kenya impacts negatively upon the girl-child. Girls in areas where FGM is practiced suffer common problems associated with it such as early marriage, dropping out of school and other numerous physical and psychological types of suffering. Gachiri (2001: 147) reveals that female genital mutilation was practiced in more than 50% of Kenyan districts with tribes such as Samburu, Kenya Somali and Gabra leading.

## **5.3 GM Activities Implemented in NPS**

### **5.3.1 Establishment of Gender Desks**

Gender and children reporting desks have been introduced and victim-oriented report offices established in many police stations to provide support for cases affecting children and victims of gender-based violence (Saferworld, 2014). During the Second Medium - Term Plan (2014 - 2018) of Kenya's Vision 2030, child protection is one of the areas of intervention. By December 2015, child protection units had been set up at 14 police stations (UNICEF, 2015: 17).

The Child Protection Unit (CPU) is supposed to be a child-friendly and secure place for children at police stations. The Gender Desk Programme was an initiative by the Police Department to set up gender desks at selected police stations as a pilot project. Every police station was supposed to have a policewoman in charge of cases of gender-based violence. The five study counties were found to have established gender desks. It was hoped that this would have the secondary effect of promoting the recruitment of women police officers and sensitization on gender violence especially in the rural areas. Child Protection Units have been constructed in a number of police stations, for example, Kikuyu Police Station (KNCHR, 2015: 61).

### 5.3.2 Recruitment and Retention of Female Officers

Female police officers are an absolutely crucial ingredient in the effort to achieve effective security. From a police service perspective, gender plays a critical role in determining the types of crimes that women, girls, men and boys tend to commit, and/or to be victims(Megan, 2014).

NPS has tried to implement the one-third gender as rule stipulated in the constitution of Kenya. However, the recruitment of female police officers has not been prioritised adequately to achieve the required number of female officers. The number of female police officers in Kenya is also not equally distributed across the country, but is concentrated in urban areas meaning that women in rural areas are unlikely to encounter female officers.

### 5.3.3 Specific Training on GM

The study found out that in Police colleges, there was limited specific training on GM and gender sensitization and awareness. On gender-sensitivity of the curriculum, majority of the respondents (78.7%) indicated that they did not receive adequate training on GM. This tends to suggest that there is need to conduct more training on GM for new recruits as well as for professional police officers. Lack of specific training on gender implies inadequate capacity of the police to deal properly with gender issues. Furthermore, the integration of gender into the curriculum of police training schools is highly needed. There is a Police Training Manual on Gender and Human Rights edited by FIDA-Kenya and the Kenya Police but this manual needs to be reviewed to include gender, human rights and gender-based violence as specific modules. The current manual only helps learners to secure basic aptitudes in taking care of survivors of gender-based violence, and makes them aware of their important role in handling gender-based violence.

Currently, training of police officers on Sexual and Gender Based Violence (SGBV) has been prioritised, especially through partnerships (UNDP, 2016). In July 2016, the United Nations Development Programme (UNDP) conducted a two-day workshop on SGBV. The training pulled in more than 65 participants from Nairobi County the majority being police officers.

The Gender Violence Recovery Centre (GVRC) has trained police officers countrywide to manage gender-friendly desks at their assigned police stations. Through a Ripples International programme, 10 key police officers were taken to Canada for training on investigation and documentation of issues of sexual and gender-based violence (UNDP, 2016).

### **5.3.4 Promotion of Female Officers in NPS**

The respondents were asked to express their opinions on whether there is commitment to promoting female representation at all levels of the National Police Service. Majority of the respondents (54.3%) agreed that there was commitment in promoting women at all levels; 36.7% disagreed, and 9% were neutral about the commitment of promoting women at all levels. Those who disagreed explained that the promotion of gender in NPS is done just to show the presence of women because it is required by the constitution and international partners. According to them, GM was still understood as an issue of women activism. On the other side, there is great commitment by the NPS to fully implement the GM principle by promoting women faster than men. While women advance after two years, the men can wait for more than 4 four years to advance to the next rank.

### **5.3.5 Internal Monitoring of GM**

Internal monitoring should consider how the structures, systems, policies, and processes are handled and what impact is on women, men, girls and boys as beneficiaries of police services. In some cases, the police were unwilling to investigate and prosecute crimes adequately. Internal monitoring helps to improve police services by executing regular controls. Internal monitoring is necessary to prevent as well as respond proactively to gender-related violence or discrimination committed by police officers against detainees, victims of crime and other members of the community. Such abuse can be directed at men and boys as well as women and girls. Police services can implement effective measures to guard against such abuses, and to ensure they are dealt with in a manner that reinforces public trust in the police. Internal monitoring should also monitor the issues of deployment and transfers to prevent frustrations and psychological trauma for male officers who stay away from their families for long. In the NPS, internal monitoring and evaluation of GM needs to be enhanced and structured.

### 5.3.6 Availability of Budget and Materials

Budgets are the strongest expression of a government's political will and commitment to implement any program. The Council of Europe (2005) defined 'gender-responsive budgeting' (GRB) as: a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality. The availability of budget and related materials are necessary to enhance the responsiveness and accountability of the police when dealing with gender issues.

All Respondents indicated that budget and different materials were lacking and that was one of the reasons GM has not been fully achieved. Lack of funding affects GM activities within police stations. Infrastructures are also inadequate and misplaced to receive gender issues like SGBV and issues related to children. There is need, therefore, for establishing funding towards the specific gender issues that occur in police stations.

### 5.3.7 Community Involvement in GM

Only when the community and police truly work together for their common good will the citizens feel that they can trust the police. Once the citizens trust the police, they will provide the police with information and assistance to help prevent crimes and arrest more criminals. This will help the police serve their communities better, fulfil their task of "To Protect and Serve" and to gain legitimacy in the eyes of the public (Ferreira, 1996). Community involvement helps to create conditions for effective partnerships between the police and the public, enabling both parties to understand each other's roles and expectations on GM (Gallagher, Maguire, Mastrofski and Reisig, 2001). Good relations boost confidence in the police, strengthen accountability, and demonstrate that the police respect and care about people's rights and needs. Despite the recent creation of public relations desks in some police stations, there is still a kind of mutual suspicion between the police and the public (Revised Police Reforms Program Document 2015-2018). The police personnel continue to be perceived as hostile towards the public, displaying a "them-versus-us" posture. People fear reporting crimes including SGBV because they do not believe their information will be handled confidentially, or that they will be protected from reprisals by criminals.

### 5.3.8 Changing the Culture in NPS

On being asked how they perceived the recruitment of more women in the police, 75% argued that many tasks in the police job were not women's work. They maintained that police work was too physically demanding and arduous, and could expose women to criminal gangs and therefore, the men should protect women by doing such work themselves.

Another finding relates to risk borne by police personnel. About 80% of the respondents argued that the police should not expose the lives of its officers by relying on people not physically able to support themselves in dangerous situations. During the five groups' discussions, the following arguments emerged against the recruitment of more women in the police:

- Women had physical limitations: They cannot effectively deal with men offenders.
- Religious and cultural reasons: Some religions and cultures do not formally allow women to join security forces like the police.
- Difficult to retain at work because of pregnancy and taking care of their young babies

On the other hand, focus groups identified advantages of having women in the police service: Women are needed for special jobs - sexual assault, body searching and finger-printing. They are more organised, think better, adapt better to technology, and are more responsible and tougher. They also help defuse violent situations. However, evidence from qualitative data indicates that the police and Kenyan society have been ineffective in addressing issues of GM mostly because of traditions and beliefs. Even if efforts have been made to eradicate some discriminatory practices in Kenya, the culture of policing still prevents many women from achieving their potential (HRW, 2012). Important strategies have been established to advance the issue of gender in NPS including the creation of the Association of Policewomen with the aim of championing the rights of women, advancing gender equality and professional growth of women within the service. The Association's mandate is to upgrade the role of women in policing by developing leadership aptitudes, giving a forum for lady officers to share encounters and bolster each other as well as lobby for gender-sensitive policies and strategies aimed at improving their capacity to counteract and react to GBV and SGBV (UN Women Kenya).



## Chapter Six: Enhancing GM in NPS: Challenges and Opportunities

Despite some initial progress, the reform process still faces several challenges. Organizational reforms, including administrative mergers and vetting, have had limited impact amongst police officers. The merger of the Administration Police (AP) and the Kenya Police has only partially succeeded due to resistance within police circles (Safer world Report, 2016). The two institutions thus continue to work separately, impeding effective coordination and collaboration as envisioned by the National Police Service Act. The lack of a clear command structure is also a significant challenge to the NPS due to the merger.

### 6.1 Challenges

#### 6.1.1 Increased SGBV and Lack of Trained Gender Officers

Over the last decade, Kenya has been successful in enacting laws and designing policies to fight SGBV. However, there has been no strategy to capacitate police officers to deal with it. Providing regular and effective training to the police regarding the dynamics of violence against women, the relevant laws as well as their role in protecting women is one of the most critical assignments of the police. If the police do not know or understand the provisions of the laws that protect women from violence, they are not likely to effectively respond to incidents of violence. The main objectives of counter-SGBV training should be to:

- Enable police officers become knowledgeable on SGBV and be able to provide quality, compassionate, non-discriminatory and timely SGBV prevention and response services to all survivors;
- Improve the capacity and skills of police officers in the prevention of and response to SGBV cases in accordance with national and international human rights standards;
- Impart skills so that the trained police officers can transfer the knowledge, ideas, rules, and standards learnt during the course into credible investigations and court practices in response to and prevention of sexual and gender-related crimes; and

- Reinforce attitudes and behavioural change among the police so that they can maximise and effectively improve their service delivery to survivors of sexual violence. Many victims of sexual violence do not disclose to service providers unless asked the right questions within a supportive environment.

### 6.1.2 Knowledge of Community on Legal Procedures for SGBV

Effective protection can be established only by preventing SGBV, identifying risks and responding to survivors' needs, using a coordinated, multi-sectoral approach. Community knowledge of the law is an asset that helps in the prevention and management of SGBV. According to Hunter (year?), legal literacy includes the following:

- Ability to recognize when a problem or conflict is of a legal nature and if and when a legal solution is available;
- Knowing how to take the necessary actions to avoid problems, and where this is not possible, how to help themselves appropriately;
- Knowing how and where to find information on the law;
- Knowing when and how to obtain suitable legal assistance; and
- Having confidence that the legal system will provide a remedy, and understand the process clearly enough to perceive that justice has been done.

It is through awareness of the laws and objectives served by them that citizens, particularly marginalized or underprivileged groups, can obtain the benefits that the law seeks to offer them. Taking into consideration the present scenario, issues like empowerment of women and men to make them aware of their rights, which they can use to fight SGBV, are key tools. Lack of awareness and education are some of the main causes of the continued prevalence of SGBV throughout Kenya. There is therefore need for community sensitization and awareness to promote changes in the attitudes and behaviours related to SGBV. Community awareness education must be provided at all levels of the community.

### 6.1.3 Misallocation of Resources and Materials

Lack of and/or inadequate resources, both human and financial, have led to watered-down efforts in terms of dealing with gender issues in all the five study counties. Resources, especially human skills and finances, are needed to deal with gender cases especially those concerning children. The management of human resources is also an important factor that contributes to effective delivery of services by the police. Some police officers have rooted for the introduction of a housing system which would enable them to independently choose where to live. Some offices and facilities also need to be improved to enhance logistical capacity and capability of the police. If Kenyans expect the police to put their best foot forward in securing their safety and security, then, they must strive to ensure that the men and women who risk their lives daily so that they may be safe and secure are not reduced to the rat race of daily survival.

One of the ways of making the foregoing a reality is by ensuring that the working conditions and terms of service of the police are significantly improved (KNCHR, 2014). Police officers also complain about the processes of recruitment, transfers and promotion, which continue to lack transparency. Promotions tend not to be based on merit but rather on considerations such as ethnic origin and loyalty to superiors. The issue that has most influenced the renewed government focus on the welfare of police officers is concern about the potential for instability within the NPS that could result from mounting discontent among the officers.

Poor pay has also negatively affected police performance. In 2015, the government announced a review of police salaries, the second such review since 2011. While this is encouraging, there are disparities in the proposed salary scales which require harmonisation so as not to cause disquiet among the rank-and-file. How well personnel issues and welfare needs are managed influences the performance in any organisation.

### 6.1.4 Command and Control

The integration of regular and administration police services is yet to be effective. The two institutions continue to work separately, challenging effective coordination of activities as envisaged by the NPS Act. There is still a feeling within the NPS that what exists is some form of cooperation but not an effective merger. The merger appears to be only theoretical and at the high levels of command but practices at the operational level still have the old features. The study found out that there was no clear policy on how to implement the merger and this has created misinterpretations on the part of some officers. Some police officers also felt that it was impossible to merge the distinct services since they were fundamentally indoctrinated in different orientations at different Training Colleges. This has implications for police programs including SSR and GM in terms of harmonisation of and service delivery.

### 6.1.5 Cultural and Institutional Barriers to GM in NPS

Majority of police officers (78 %) still have the mentality that gender is all about women, and are deeply rooted in the cultural belief that some duties are performed better by a particular gender. This is highly detrimental to the implementation process. In order to effectively implement gender policies, gender must be understood for what it is, that is, a concept referring to social and cultural constructs which society assigns to behaviours, orientations, characteristics and values attributed to men and women, which are reinforced by symbols, laws and regulations, institutions, and perceptions ([www.apcwomen.org](http://www.apcwomen.org)). In NPS, transfers and appointments are strongly influenced by that mentality.

Women are sent to relatively stable locations than their male peers. This demonstrates that most police officers have a negative attitude towards GM. In addition, managers of the police have not been sensitized adequately on GM issues.

Key institutional barriers to GM in the police include lack of proper implementation of gender policy. The gender policy is still at its initial stage of implementation. There are also inadequate gender desks/departments, inadequate staff, inadequate budget, lack of proper monitoring and evaluation, lack of gender disaggregated data, lack of sensitization

and training, and lack of goodwill and communication. In summary, gender concerns are viewed to be culturally inappropriate and a threat to male power. Gender Concerns are also poorly understood and not well adapted at community level. These Concerns cause challenges to implementation of gender policies in the NPS.

### **6.1.6 Security Challenges**

The NPS has continued to face serious challenges in addressing crime and insecurity in the country. Proliferation of illicit firearms, armed gangs, terrorism, drug and human trafficking and sexual offences have been key public safety concerns. Ineffective and reactionary police responses have had a direct impact in further undermining public confidence and trust in the service. This reduces the capacity of the NPS to concentrate on gender issues in the police when serious security issues occur almost every day.

## **6.2 Opportunities for Enhancing GM in NPS**

### **6.2.1 Continuity of SSR**

Security sector reform is a never-ending process, complex in nature and recognises local ownership as one of the guiding principles to its success. SSR programmes that are not locally owned tend to result in security institutions that are not accountable or responsive to the needs of the people and, therefore, lack public trust and confidence. Indeed, it has become increasingly clear that mainstreaming gender issues and promoting gender equality in SSR programmes is essential to their success and a key factor in developing meaningful local ownership (Bastick, 2008; Mobekk, 2010a; Valasek 2008).

### **6.2.2 Existence of Gender Equity Laws**

Kenya has had the most improvements in gender-equitable laws between 2009 and 2011 relative to any country in the world (World Bank, 2012). Many gender-related laws have been passed since 2009 including the National Framework on Gender Based Violence, Political Parties Act, and the new constitution. The new constitution (promulgated in August 2010) guarantees equal rights regardless of gender, and for the first time, customary laws are no longer exempt from constitutional provisions against discrimination.

### 6.2.3 Devolution

Devolution, or the shifting of certain powers and resources from the national to the county level, creates opportunities for women in leadership. Devolution has created greater opportunities for women's participation in governance and decision-making levels. The increased women's participation in local government has deepened understanding of their responsibilities as elected officials; strengthened the voice of women in leadership positions; empowered men and women through civic education and public discussions. As such, young qualified women should be sensitised to join security institutions especially the police service through organised civic education sessions by women leaders (Miranda, 2005).

### 6.2.4 Vision 2030

The Government has developed an ambitious national plan and strategy for the country dubbed Vision 2030. The plan sets out a national vision to be achieved in the year 2030 through three key pillars i.e. political, economic and social. Under the social pillar, the vision's 2030 goal is "a just and cohesive society enjoying equitable social development in a clean and secure environment." The social pillar has identified gender concerns and in particular equity in power and resource distribution between the sexes as a priority. It aims at increasing opportunities and participation of women in all economic, social and political decision-making processes. It seeks to achieve this by starting with higher representation of women in parliament; improving access to business opportunities; health and education services; and housing and justice to all disadvantaged groups including women, persons with disabilities, the youth, and people living in arid and semi-arid lands (ASAL'S), among others. Other priority areas include minimizing vulnerabilities through prohibition of harmful cultural practices such as FGM, increasing school enrolment for girls and children from nomadic communities and poor rural and slum communities, and attaining gender parity and fairness in the delivery of justice including upscaling training for people with disabilities and special needs.

### 6.2.5 Increased Awareness of Gender Roles

Devolution has created greater opportunities for women's participation in governance and decision-making. Several programs are organised to empower men and women through civic education and public discussions. This has deepened women's participation in local governance with greater understanding of their responsibilities.

More women are especially active as community-level civic educators advocating for gender-sensitive activities and programs at local, county and national levels. These efforts contribute to eliminating traditional gender roles that hinder women from participating in the public life of the country and have offered to both women and men equal opportunity to venture into security and peace-building professions.

## Chapter Seven: Conclusions and Recommendations

This paper sought to examine the problem of GM in the security sector reform process in the Kenya National Police Service. It has analysed the efforts undertaken to integrate gender issues in the SSR process and the challenges and opportunities encountered in adopting a comprehensive gender- sensitive SSR approach. The following two sub-sections present the conclusions and recommendations of the study.

### 7.1 Conclusions

With reference to the first objective, which was to Identify and analyse the on-going security sector reforms in NPS; respondents had an opinion that important Security Sector Reforms are well expressed in the NPS policies and programs. However, strategies on paper have not been reflected on the ground. The NPS still needs to establish a timely and comprehensive strategy can bring effective and transparent change.

Based on the second objective, which was to examine GM achievements in SSR programs of the NPS; SSR and GM programmes are undergoing, but yet the institution has not implemented the gender policy. There is a crucial need to officially launch the gender policy which currently is a draft and therefore can't be officially used.

Regarding objective three, which was to establish the challenges and opportunities of enhancing GM in NPS, the study concludes that lack of enough training, human and financial resources, coupled with cultural barriers, continue to interfere with GM in the NPS. Majority of the respondents felt that there was no strategy and will in obtaining resources or grants from external donors which inhibits full implementation of GM programs. Gender officers use their own means to deal with gender issues (clothes and food for children).

As a general conclusion, the whole NPS system has not been comprehensively involved in Gender Mainstreaming. The unequal treatment of female officers when it comes to advancement and deployment was one of the serious challenges that most officers raised. This because female officers are left out of the mainstream decision making process and some managers still have in mind that GM is an issue for women.



Therefore, despite deliberate efforts to roll out gender-sensitive programs such as gender desks, models of gender-friendly service delivery points and in consideration of gender in operational activities, the NPS still facing internal and external challenges that hinder the effectiveness of service delivery on gender issues.

## **7.2 Recommendations**

To manage the challenges discussed and achieve GM, NPS needs to embrace existing opportunities including the ongoing SSR, all national gender laws and Acts of parliament as well as the level of awareness of the Kenyan community. Representation alone will not have a strong impact. When coupled with other initiatives, it can help drive the progress in engendered security. Examples of such programs include gender-sensitive national action plans (many of which now exist as a component of UN Security Council Resolution 1325), increased targeted recruitment measures, and comprehensive training programs for officers to enhance their awareness of gender-based crimes, thus counteracting the culture of ignorance.

### **7.2.1 Training, Programs and Partnerships**

The key stakeholders in peace and security issues related to SSR and GM include the Kenya Ministry of Interior and Coordination of National government, NPS, IPSTC, UN Women, UNICEF, Save the Children, etc. These need to:

- Enhance collaborative partnership in GM training in different NPS training schools, in addition to on-the-job training.
- Increase community-based education on legal SGBV procedures to enhance (GM) service delivery and community policing.
- Scale up gender-friendly service delivery model centre in all County police headquarters to improve efficiency and effectiveness of gender-based services.
- Establish professional psycho-social support at the county level to manage psychological trauma for police officers.
- Enhance partnerships in collaborative research on GM, peace and security (NPS, UN Women, IPSTC).

### 7.2.2 Policy Implications

There is need for the Inspector General's office to:

- Enhance the capacity of GM service delivery points of AP and KPS to avoid duplication of work and waste of resources.
- Officially launch and disseminate the gender policy at all levels of service delivery
- Provide more financial and logistical support to police station gender desks to effectively enhance their capacity to deal with gender issues.
- Establish a mapping system of all gender officers for continuous capacity building (knowledge, skills, authority and resources), monitoring and evaluation.

### 7.3 Areas for Further Research

There is a need to establish the capacity gap for gender officers at all levels of service delivery. Second are periodic client satisfaction surveys to improve service delivery based on the service charter. Third are TNAs to guide the development of curricula for police training schools. Finally, further research is needed on the gender issues affecting male officers and their impact on the service delivery.

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## Abstract

The issue of gender mainstreaming (GM) and its relation with security sector reform (SSR) finds its full expression in the United Nations Security Council Resolution 1325 on Women and Security which highlights the interdependence of gender equality, peacebuilding and security. Gender discrimination, like any other form of non-inclusiveness, is likely to undermine development and efforts to fight violence against marginalised people (women, men, boys and girls). There is therefore a growing recognition that SSR should meet the different security needs of men, women, boys and girls for increased effectiveness and accountability of security institutions. Since 1993, the government of Kenya started an extensive SSR process targeting its security institutions specifically the police service. The main objective was to ensure that the process resulted in enhanced security governance, accountability, effectiveness and national ownership. This study analyses how SSR activities in the National Police Service (NPS) have integrated gender issues to enhance the security sector's awareness and response. The study has identified challenges of adopting a gender sensitive-SSR approach in the context of Kenya and opportunities for the NPS to achieve constitutional requirements of gender mainstreaming especially the inclusion of women at the decision making levels of the NPS.

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