

WOMEN IN LAW ENFORCEMENT IN THE ASEAN REGION



UNODC
United Nations Office on Drugs and Crime



INTERPOL



DISCLAIMER

The opinions, findings, conclusions and recommendations expressed herein do not necessarily reflect the views of INTERPOL, UN Women or UNODC, or any other national, regional or international entity involved. The contents of this publication may be quoted or reproduced, provided that the source of information is acknowledged.

Information on uniform resource locators and links to Internet sites contained in the present publication are provided for the convenience of the reader and are correct at the time of issuance. INTERPOL and the United Nations take no responsibility for the continued accuracy of that information or for the content of any external website.

ACKNOWLEDGEMENTS

We would like to thank all the national police agencies for allowing the researchers to interview their staff and in particular the INTERPOL National Central Bureaus and contact points for facilitating contacts and for organizing interviews. Some national contact points made use of their personal networks to secure interviews, and we are especially grateful to them.

This project is financed with the generous support of the Government of Canada.

We would also like to thank the Government of Japan, which financed aspects of the research and the consultations with law enforcement officers and other stakeholders in the first phase of the project by UN Women and UNODC.

Canada

© 2020, The International Criminal Police Organization (INTERPOL), United Entity for Gender Equality and Women's Empowerment (UN Women) and United Nations Office on Drugs and Crime (UNODC). This publication may be reproduced in whole or in part and in any form for educational or non-profit purposes without special permission from the copyright holder, provided acknowledgement of the source is made. UNODC, UN Women and INTERPOL would appreciate receiving a copy of any publication that uses this publication as a source by email via CBT-SUNBIRD@INTERPOL.INT, unodc-thailandfieldoffice@un.org, info.bangkok@unwomen.org

ISBN: 978-974-680-448-6

The International Criminal Police Organization (INTERPOL) is the world's largest international police organization. Its role is to connect law enforcement agencies across its 194 member countries and assist them in combating transnational crime in order to create a safer world. To this end, INTERPOL enables them to share and access data on crimes and criminals, and provides a range of technical and operational support, as well as capacity building and training.

This research paper is part of Project Sunbird, a three-year (2017-2020) initiative supported by the Government of Canada that aims to boost the skills of police across the Association of Southeast Asian Nations (ASEAN) region in combating terrorism and organized crime. The project is divided into four pillars: (1) transnational border security capacity-building operational field exercises; (2) policing capabilities, which include training courses on the use of INTERPOL's criminal databases, data processing and counter-terrorism investigative skills; (3) forensics, which targets the development of skills among law enforcement personnel in this area; and (4) women in policing, which brings together current and future female policing leaders to develop their leadership and management skills, and aims to work towards increased gender parity in the region's law enforcement agencies. This research paper is part of the fourth pillar and will inform INTERPOL's targeted capacity-building support to countries in the region in the near future.

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) is the United Nations entity dedicated to achieving gender equality and the empowerment of women. In doing so, UN Women advances internationally agreed standards on gender equality and supports countries in translating them into practice through laws, policies and services. It uses experiences in countries to inform agreement on new gender equality norms and, through its links across the United Nations, put gender equality at the centre of all three pillars of global progress: peace and security, human rights and sustainable development.

The United Nations Office on Drugs and Crime (UNODC) works with Member States across the globe to address the threat posed by drugs, crime, and terrorism. In Southeast Asia, our organization is uniquely placed to support ASEAN frameworks which address the challenge presented by transnational organized crime and promote justice and the rule of law. These multilateral efforts serve as the foundation for regional cooperation on economic, social, political, and security matters.

With its extensive experience working towards greater political-security cooperation in the region, UNODC is the natural choice to lead the implementation of the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations. UNODC has researched and developed a technical assistance framework designed to effectively support member states on the promotion of gender equality and women's empowerment within the three pillars of the ASEAN Community.

UNODC recognizes that gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Sustainable Development Goals. Through our capacity-building activities, we are working to increase participation and leadership of female officers within law enforcement agencies. Furthermore, these activities enable front-line officers to better meet the needs of women and girls in the context of cross-border crime and migrant smuggling.

FOREWORD

The meaningful participation of women in law enforcement has been globally acknowledged as vital to promoting gender equality and increasing the operational effectiveness of law enforcement. As the nature of policing, crime and criminal investigations continues to evolve, increased attention is being given to the gendered dimensions of criminal conduct, victim impacts and the operational capabilities that law enforcement agencies require to analyse, investigate and combat crimes at the local and transnational levels.

Law enforcement agencies that are inclusive and support women officers to work at all levels and in all capacities are more representative of the communities they serve. When members of the public believe their law enforcement organizations represent them, understand them and respond to them, and when communities perceive authorities as fair, legitimate and accountable, it enhances trust in law enforcement, and instils public confidence in government. The COVID-19 pandemic has increased awareness about the role of policing and law enforcement in securing public health. Gender-sensitive responses to policing in a pandemic are required because border closures and lockdowns of communities to control and prevent the spread of COVID-19 have significant implications for serious crimes affecting women, such as human trafficking and domestic abuse.

There is a sense of increasing commitment among Member States of the Association of Southeast Asian Nations (ASEAN) to enhance women's meaningful participation and representation in law enforcement. Across the countries surveyed, many female officers felt that, within their institutions, there was stronger support for recruiting, deploying and promoting more women police officers than in the past. In particular, some ASEAN Member States have taken important steps in eliminating discrimination against women in law enforcement in line with their commitments under the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

This study by the International Criminal Police Organization (INTERPOL), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), and the United Nations Office on Drugs and Crime (UNODC) explores the lived experiences and views of women and men police officers of various levels of seniority from across the ASEAN region. It proposes recommendations to assist ASEAN Member States, key stakeholders and dialogue partners to translate commitments to support women's participation in law enforcement into practical measures aimed at further advancing an enabling environment for gender-inclusive law enforcement.

In 2020, as we celebrate the 20th anniversary of the landmark United Nations Security Council Resolution 1325 (2000) on women, peace and security, now is the time to turn our attention to breaking down the remaining barriers to women's participation in law enforcement in ASEAN, including by addressing gender norms and employment conditions for women that prevent their full and equal participation. It is also time to accelerate gender-sensitive policies and practices that lay the building blocks for women's continued engagement in law enforcement, pathways to leadership positions and deployments to specialist areas.

This paper is a testimony to the value of cooperation among international organizations on issues such as gender and human rights, which affect all aspects of society. It will serve as a basis for an ongoing, fruitful dialogue between our organizations on this topic. We hope this study and its recommendations will be a useful resource for law enforcement policymakers and practitioners, as well as regional and international organizations, and that by further fostering women's meaningful participation in law enforcement, at all levels and in all roles, communities will be better served and protected.

Finally, we would like to thank the Government of Canada for its generous support and extend gratitude to all police agencies and police officers who contributed to this research in various ways.



**Jorge Fainstein
Day Gastrell**

Acting Director

*Capacity Building and
Training Directorate,
INTERPOL Global
Complex for Innovation*



Mohammad Naciri

*UN Women Regional
Director for Asia
and the Pacific*



Jeremy Douglas

*UNODC Regional
Representative
for Southeast Asia
and the Pacific*

Acronyms and abbreviations

ASEAN	Association of Southeast Asian Nations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
GCE O Level	General Certificate of Education Ordinary Level
INTERPOL	International Criminal Police Organization
PNP	Philippine National Police
OSCE	Organization for Security and Co-operation in Europe
SGD	Singapore dollars
UNODC	United Nations Office on Drugs and Crime
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States dollars

CONTENTS

Acknowledgements	2
Foreword	4
Contents	6
Executive summary	8
1. Introduction	14
1.1. The importance of women in law enforcement	16
2. Research methodology	22
3. Women in law enforcement in ASEAN	30
4. Law enforcement institutional and occupational culture	36
Good practices	42
Challenges	44
5. The international, regional and national policy frameworks for women in law enforcement	48
6. Approaches and responses to gender equality and law enforcement by law enforcement institutions in ASEAN	28
Good practices	53
Challenges	54
7. Pursuing a career as a woman in law enforcement: opportunities and challenges	56
7.1. Reasons women join law enforcement agencies in ASEAN	56
7.2. Recruitment and training	58
Good practices	61
Challenges	63
7.3. Deployment	66
Good practices	68
Improved responses to sexual and gender-based violence and crimes	68
Improved operational effectiveness	70
Building community trust	71
Reducing police violence and de-escalating tense situations	72
Challenges	73
7.4. Promotion and women in leadership	75
Good practices	77
Challenges	79

8. Resources	81
8.1. Human resources	
8.1.1. Parental leave entitlements and flexible work arrangements	81
Good practices	82
Challenges	83
8.1.2. Women’s unions/associations	84
Good practices	85
Challenges	86
8.2. Infrastructure, facilities and uniforms	87
Good practices	88
Challenges	89
9. Recommendations	90
ASEAN regional level	91
National institutional structures, policies and strategies	91
Recruitment and capacity-building	92
Deployment	93
Promotion and leadership	94
Human resources	95
Infrastructure, facilities and equipment	95
10. Conclusion	96
Annex 1: Country summaries	98
Brunei Darussalam – Royal Brunei Police Force	98
Cambodia – Cambodian National Police	98
Indonesia – Indonesian National Police	99
Lao People’s Democratic Republic – Lao Police Force	100
Malaysia – Royal Malaysian Police	101
Myanmar – Myanmar Police Force	101
The Philippines – Philippine National Police	103
Singapore – Singapore Police Force	104
Thailand – Royal Thai Police	104
Viet Nam – People’s Police Force	105
Annex 2: Global Gender Gap rankings among ASEAN Member States	107
Bibliography	108
Endnotes	116

EXECUTIVE SUMMARY

This study explores the experiences and views of women police officers from across the ASEAN region. It seeks to better understand the opportunities and challenges associated with women's representation, roles and meaningful participation in law enforcement work, and provides a series of recommendations for future capacity-building and training activities to further enhance such participation. The study was undertaken as a joint project between INTERPOL, UN Women and UNODC from 2019 to 2020.

SUMMARY OF FINDINGS

In ASEAN, women's representation in law enforcement agencies remains relatively low. Available gender statistics indicate women comprise between approximately 6 per cent and 20 per cent of law enforcement workforces.¹ While there are examples of women who have secured promotion to higher ranks, senior female leaders are rare. Nonetheless, some progress has been made towards training and deploying women to a wider range of duties and specialist task forces at junior and mid-level ranks.

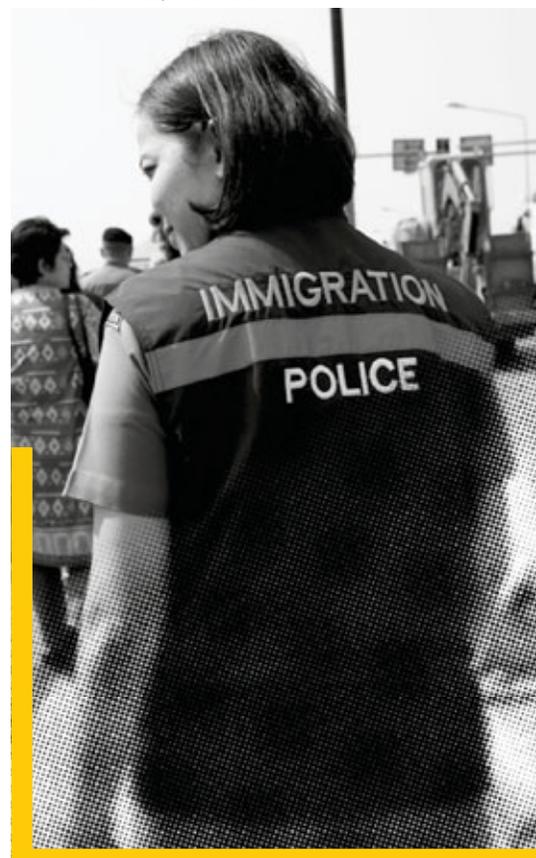
While there are some variations in the recruitment, training, deployment and promotion of women at the national level, overall, female officers in this study reported experiences and barriers that were similar across countries and to those reported internationally. Broadly, these relate to perceptions that physical strength and size (e.g., minimum height and weight) are required to be a police officer, gender norms and stereotypes with respect to women's roles in society that limit their participation in some professional arenas, and stereotypes about what "good" law enforcement leadership looks like.

The study identified a number of areas where women make an important contribution to law enforcement, similar to those reported internationally. They include: improving responses to sexual and gender-based crimes, improving operational effectiveness and efficiency, building community trust and increasing perceptions of the legitimacy of law enforcement institutions.

Recruitment and training

- Most countries have an official quota or target for women's recruitment or overall representation, typically between 10 per cent and 30 per cent. In some ASEAN Member States, the quota of 10 per cent functions as a maximum for annual female recruits, while in others it is to reserve a minimum share of positions. In some cases, a quota or target may apply to a particular position or unit, for example, deputy director positions or the bodyguard unit.
- In some countries, institutions stipulate women-only admission conditions such as being unmarried at the time of the application, remaining unmarried for several years after graduating from training or undergoing virginity tests.
- Training on gender and human rights is rarely compulsory, be it at recruit level or otherwise.

PHOTO: UN WOMEN/STEPHANIE SIMCOX



- Where in-service gender training is not compulsory, men rarely attend, either because they are not invited or due to lack of interest.
- Female officers feel it would be beneficial for male officers, especially those in senior positions, to attend gender-related training, as they have power to influence change, including through chain-of-command structures.
- Women officers report fewer opportunities to attend international trainings, sometimes due to their lack of English language skills or difficulties in traveling for extended periods of time outside the country.

Deployment

- “Outside” police work, such as patrolling or operational work, is viewed as being suitable for men, while “inside” police work, such as administration, is seen as suitable for women.²
- Female officers would like more operational experience, although they feel they are not typically encouraged to seek this.
- Flexible work arrangements are formalized policies in Singapore. They are either not available or negotiated on a case-by-case basis between an officer and supervisor in other countries.
- Women often choose to work in administrative roles because, among other benefits, this helps balance family and childcare responsibilities.

Promotion and leadership

- Female leaders are described as being important role models by junior female officers, inspiring them to reach senior ranks.
- Female leaders believe mentoring and having a male champion or sponsor is important for gaining promotion.
- Female officers indicate that men’s support for the advancement of women in law enforcement is essential given that men hold most leadership roles with decision-making powers and high-level influence.
- Few women are deployed to operational roles, criminal investigations or specialist operations teams that are often key pathways for career advancement in law enforcement. As a result, women’s abilities to gain skills and experiences in areas seen as important for law enforcement leadership may be limited.

Human resources

- All countries have an entitlement for maternity leave although the duration varies. While female officers preferred a long maternity leave entitlement, some expressed concern that lengthy entitlements may be seen by others as a disincentive to recruit or promote women. Paternity leave ranges from 0 to 15 days.



PHOTO: UN WOMEN/PLOY PHUTPHENG

- Women's unions or associations are not present in every country. There does not appear to necessarily be a clear relationship between the existence of an association and higher representations of women in law enforcement or at senior ranks due to a range of variables. An association can be effective, however, such as by providing peer support and making targeted improvements to women's working conditions in some cases.

Infrastructure, facilities and equipment

- Facilities for breastfeeding, pumping breast milk and childcare are rarely available in law enforcement agencies. There are a few examples where facilities are available at headquarters, but otherwise they tend to be lacking at other levels or divisions.
- Separate facilities for men and women for changing, sleeping and sanitation are available in large urban centres, but less common in rural or remote areas, which is a barrier for deploying women outside urban areas.
- Increasingly, female officers have the choice to wear uniform items they think are more convenient or comfortable for their work such as trousers or a skirt, although not in all cases.

In summary, the region shares many barriers to increasing women's representation and meaningful participation in law enforcement that are similar to those documented in other jurisdictions. The proposed recommendations in this research aim to support collaboration among ASEAN Member States, key stakeholders and international partners to adopt and implement gender-inclusive policies and practices in an effort to: (1) accelerate women's meaningful participation in law enforcement, and (2) increase the operational effectiveness of law enforcement agencies to respond to the needs of all members of the population, and to tackle crimes, both national and transnational, more effectively.

SUMMARY OF RECOMMENDATIONS

It is recommended that law enforcement institutions, international organizations, and development and dialogue partners working with and supporting law enforcement institutions consider the following:

ASEAN regional level

- Support ASEAN in developing a regional strategy and joint action plan to provide guidance and set minimum standards for all law enforcement agencies to achieve gender-inclusive law enforcement at the regional, national and local levels.
- Increase sex-disaggregated data collection to inform regional strategies and targeted interventions, and establish publicly available annual reporting against targets.



PHOTO: UN WOMEN/PLOY PHUTPHENG



- Enhance regional networks and opportunities to share experiences and best practices for gender-inclusive law enforcement, as well as mechanisms for women police officers in the region to build a supportive peer network.

National-level institutional structures, policies and strategies

- Develop or improve operationalization of system-wide gender mainstreaming strategies for law enforcement institutions with built-in monitoring and evaluation.
- Establish a gender equality unit focused on researching and addressing barriers to gender equity in law enforcement, and providing agency-specific recommendations.
- Investigate if statutory requirements regarding same-sex body searches and others are being met, and if not, review recruitment and deployment criteria for female officers.
- Develop a communications strategy to raise awareness about the benefits of women's participation in law enforcement among senior management, other related government institutions and the wider community.

- Establish an independent body or structure, or strengthen referral pathways, to receive and investigate complaints relating to discrimination and harassment.

Recruitment, training and capacity-building

- Develop or expand communications campaigns to ensure law enforcement is portrayed as a career for both men and women. Campaigns can be designed to break gender stereotypes in order to attract female applicants at the recruitment phase, as well as to facilitate women's access to a wider range of deployments.
- Undertake a survey to assess the level of interest among women in becoming a law enforcement officer.
- Revise quotas and/or targets for women across a range of ranks and functions to ensure they expand, rather than limit, women's opportunities.
- Apply temporary special measures with a view to developing gender-inclusive recruitment practices.

- Remove criteria that require women to be unmarried at the recruitment stage and/or for a period after initial training.
- Ensure recruitment selection committees include women.
- Develop standardized mandatory training curriculum on gender equality and human rights in a law enforcement context.
- Provide gender-sensitive training for leaders and managers to empower them to promote a gender-inclusive work culture and eliminate discriminatory practices.
- Develop and implement policies to ensure international and domestic training opportunities benefit men and women equally.

Deployment

- Ensure women have access to and are encouraged to participate in a wide range of operational deployments to develop their professional skills and confidence.
- Review deployment practices and consider periodic rotation in operational roles for all officers, with regard to best-practice deployment and gender balance.
- Establish policies that provide the building blocks for women's participation, including for women and men with families.
- Ensure both female and male officers have access to professional clinical counselling and psychological support to prevent and treat stress or ill mental health, particularly for officers exposed to traumatic events, or investigating or taking victim or witness testimonies for serious crimes.

Promotion and leadership

- Provide targeted training on leadership and technical skills (e.g., crisis management) for mid-career female officers.
- Implement support mechanisms aimed at increasing retention, such as guaranteeing women who take maternity leave are able to return to work in a comparable position.
- Build mentoring programmes for mid-career female officers.
- Ensure women are part of the selection committees for higher ranks.
- Apply temporary special measures such as gender quotas or targets to promote women to higher ranks.
- Develop a career advancement programme for women to be promoted to higher ranks and/or higher management positions.

PHOTO: UN WOMEN/PLOY PHUTPHENG



Human resources

- Reform institutional policies that prevent women from gaining and retaining meaningful employment in law enforcement.
- Encourage and build formal or informal peer support and advocacy networks for women at national and regional levels.
- Adopt or revise policies that support the rights of individuals to have access to part-time or flexible work arrangements.
- Adopt or revise policies regarding parental leave, including paternity leave entitlements.

Infrastructure, facilities and equipment

- Build infrastructure and facilities that enable women to be deployed without limitation, for example, separate changing, sleeping and sanitation facilities in all police stations or offices. Short-term costs can be offset over the longer term because persistent gender inequality and crimes against women and children can have longer-term costs for the State in terms of health care and lost productivity in the economy.
- Ensure women have appropriate uniform options for comfort, safety and practicality when on duty.



01.

INTRODUCTION

SOME LAW ENFORCEMENT AGENCIES ARE STRATEGICALLY INCREASING THE NUMBER OF WOMEN IN LAW ENFORCEMENT

Law enforcement institutions³ and their leaders face a myriad of challenges in the twenty-first century. Security risks have become more diverse, characterized by global criminal alliances and rapidly changing technological advances. Such risks require leaders to navigate an increasingly sophisticated law enforcement environment, including by cooperating with a wide range of stakeholders to harness the best available talent to address contemporary public security challenges, both national and transnational. Communities are also demanding improved government services, including from law enforcement agencies. In this context, there are greater community expectations for law enforcement agencies to reflect the composition of society, listen to and consult citizens, and be held accountable for their actions.⁴ As a result, law enforcement agencies are trying to adapt, cultivate new skills and develop innovative ways of dealing with the ever-evolving trans-

national security threat landscape through drawing on a wider pool of competencies. These changes are directly linked to the need to value and promote diversity and inclusivity in law enforcement. Specifically, some law enforcement agencies are strategically increasing the number of women in law enforcement and expanding the roles they undertake to better respond to many challenges.⁵

This study of women in law enforcement in the ASEAN region explores the experiences and views of women police officers from across the region in terms of their representation, roles and participation in law enforcement work. It offers a snapshot of the current state of affairs with respect to their recruitment, training, deployment and promotion, and provides insights into policies and practices that support or hinder their participation. It also reports on the perceived effects of women's participation based on views expressed by interviewees.



PHOTO: UN WOMEN/PLOY PHUTPHENG

**THIS STUDY
CONTRIBUTES
TO A BETTER
UNDERSTANDING OF
THE CHALLENGES
FACED BY WOMEN
POLICE OFFICERS IN
THE ASEAN REGION**

This study contributes to a better understanding of the challenges faced by women police officers in the ASEAN region. Moreover, analysis of the findings form the basis for recommendations on how to best mitigate or overcome these challenges to better address public safety and security at a national level as well as transnational crimes. The recommendations also underscore how international organizations can support law enforcement agencies and officers in

overcoming some of the challenges identified.

The report is structured as follows. Chapter 1 introduces the rationale for the study, identifies the importance of women in law enforcement and provides a brief overview of women in law enforcement from an international perspective. Chapter 2 describes the research methodology and the participant sample, including limitations of the

**HAVING A MORE
GENDER-EQUAL
WORKFORCE HAS
BEEN IDENTIFIED
AS ENHANCING
LAW ENFORCEMENT
CAPABILITIES TO
BUILD TRUST AND
LEGITIMACY, AND
TO BETTER FULFIL
MANDATES TO COMBAT
AND PREVENT CRIME,
SAFEGUARD SOCIAL
ORDER AND SERVE
COMMUNITIES**

study. Chapter 3 provides an overview of women in policing in ASEAN and presents statistics on women's representation in each country.

Chapter 4 explores law enforcement institutional and occupational culture, the ways these shape women's integration and experiences in policing, and institutional strategies to encourage a more gender-equal workplace. It also examines how cultural and gender norms influence the ways that women characterize and justify their inclusion in law enforcement, which can entrench or challenge gender stereotypes. In Chapter 5, we outline international, regional and national legal and policy frameworks, and present examples of good practices and challenges among ASEAN Member States.

Country-level institutional policies, strategies and action plans on gender equality are detailed in Chapter 6, alongside discussion about strengths and challenges in different contexts. Chapter 7 delves deeper into the experiences of female officers across different phases of their law enforcement career. It explores reasons underpinning women's desire to join the police, followed by their experiences and reflections on recruitment and training, and opportunities and challenges regarding deployment. This is followed by perspectives on prospects for promotion and leadership roles in a traditionally male-dominated occupation.

Chapter 8 includes selected aspects of human resources policies, women's unions or associations, and facilities and equipment. Chapter 9 draws on international experiences and data from the current study to provide recommendations on promoting gender equality in law enforcement

institutions for Member States, law enforcement agencies and development partners. Concluding remarks are made in Chapter 10.

1.1. THE IMPORTANCE OF WOMEN IN LAW ENFORCEMENT

Law enforcement agencies must be agile and able to adapt to rapidly changing environments. To combat and prevent domestic and transnational crime and security threats, they must continually enhance their capacities and capabilities to be modern and effective.

An essential consideration is to regularly review staff composition and develop the strengths associated with a diverse, flexible and adaptive workforce. Importantly, having





PHOTO: UN WOMEN/PLOY PHUTPHENG

a more gender-equal workforce has been identified as enhancing law enforcement capabilities to build trust and legitimacy, and to better fulfil mandates to combat and prevent crime, safeguard social order and serve communities.

Promoting women to leadership and technical roles, and deploying female officers as first responders can increase law enforcement capabilities to mitigate risks, fight crime and protect communities. This is particularly pertinent as it relates to preventing crimes against women and girls, providing access to justice, and facilitating gender-responsive services to female victims of human trafficking, family violence and sexual abuse, as examples.

There are abundant reasons to argue for an increase in women's participa-

tion in law enforcement, including based on research from both the private and other public sectors. From a human rights perspective, women and men should both have the right to access public functions. From a pragmatic perspective, women's particular experiences and interests can and should be understood and represented by women.⁶ Considerations of human rights alone should be enough to support the representation of women in law enforcement. Women do not need to make a difference to merit inclusion. Research has demonstrated, however, that women's increased participation in law enforcement can contribute to changing institutions and service delivery for the better.⁷ For example, women or girl victims of a crime or in conflict with the law should be able to interact with a female officer should they want to.

The recent INTERPOL World Conference, which brought together law enforcement agents, academics and private sector experts, put forward the INTERPOL Global Innovation Agenda. One of its six dimensions is the "Future of the Work Force" – what will the future "super cop" look like? It described the law enforcement agent of the twenty-first century as able to display the skills needed in today's changing security environment: passion, curiosity, adaptiveness and resilience. Positions become roles, managers become coaches and hierarchies turn into teams. The key to a successful future for any organization lies in its ability to attract, develop and retain the best talent.⁸

Strengthening women's representation in law enforcement agencies specifically is important for a number of reasons:

REASONS

1

Achieving gender equality and complying with international and national commitments

- All ASEAN Member States have ratified the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). Article 11 refers to eliminating discrimination in employment, and women having free choice of profession, and equal employment opportunities, selection criteria and benefits.⁹
- Achieving gender equality meets commitments in United Nations Security Council resolution 1325 (2000) on women, peace and security, which, “Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict” (operative paragraph 1).
- It complies with national legislation, such as laws on human rights, labour and criminal procedure laws.

2

Enhanced efficiency and effectiveness through a diverse and inclusive workforce

- Law enforcement institutions can enhance their capability by drawing on the talent, knowledge, skills and capacities of the entire population, i.e., both men and women.
- Diverse teams benefit from collective intellect, which improves overall performance.¹⁰

DIVERSE TEAMS BENEFIT FROM COLLECTIVE INTELLECT, WHICH IMPROVES OVERALL PERFORMANCE

3

Improved responses to sexual and gender-based violence

- Increasing the representation and roles of women in policing has been shown to be effective at reducing the incidence of violence against women in some circumstances.¹¹
- The inclusion of female officers encourages women and girl survivors of sexual and gender-based violence to report their experiences to police,¹² enabling law enforcement agencies to better respond to and combat crimes against women and children, and investigate and prosecute offenders.
- Female victims should be able to speak to a trained female first responder if it is their preference, as per ASEAN's *Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons*.¹³

4

Building community trust and institutional legitimacy

- Female officers are more likely to acknowledge community policing is an important component of policing.¹⁴
- Female officers are less likely than men to use excessive force,¹⁵ which can affect community perceptions of institutional legitimacy.
- Increased positive perceptions of police legitimacy are linked to greater levels of community cooperation,¹⁶ which can facilitate police investigations and responses to crime, for example, through the provision of intelligence to police.

5

Anti-corruption

- Women are not less corruptible than men, but studies have shown that the entrance of new members to a group can disrupt/disturb established corruption-related practices.¹⁷

Women working in law enforcement: selected international case studies

In recent years, research has demonstrated that women officers can provide gender-sensitive responses when engaging with other women, as victims and perpetrators. For example, research conducted in the United States found a positive correlation between the increase in the numbers of women police officers in a geographic area and an increase in the number of reports filed on violent crimes against women, in particular intimate partner violence. Furthermore, increases in female officer shares were followed by significant declines in rates of intimate partner homicide and non-fatal intimate partner abuse.¹⁸

In Brazil, a recent study on women police stations used female homicide rates as a proxy measure to assess their effectiveness. The study found that the stations appear to be highly effective at reducing homicides among young women in metropolitan areas; the rate dropped by 50 per cent during the period studied.¹⁹ A UN Women study based on data from 39 countries also shows a positive correlation between the representation of female police officers and the number of sexual assault cases reported.²⁰

With respect to female perpetrators, a recent UNODC study regarding trafficking in persons finds that worldwide, women comprise a higher number of perpetrators than for many other crimes. They account for 35 per cent of offenders prosecuted and 38 per cent convicted.²¹ Consequently, women have an important role in investigating these crimes, which are often transnational in nature.



**THE SECURITY SECTOR
IS INCREASINGLY
ADOPTING GENDER
MAINSTREAMING
APPROACHES TO
COUNTER VIOLENT
EXTREMISM**



PHOTO: INTERPOL

Gender-inclusive police reform has been adopted in post-conflict environments to ensure that law enforcement is gender sensitive and responsive, including in responding to sexual and gender-based violence. Improving gender parity within law enforcement also contributes to gender equality overall. In post-conflict Liberia, gender-inclusive police reform saw the representation of women in the Liberian National Police increase from 2 per cent to 17 per cent between 2003 and 2013, alongside a wider range of deployments. This occurred in a context of strong government leadership, close collaboration with United Nations entities and commitment to UN Security Council resolution 1325.²² Although the country fell short of the goal of reaching 20 per cent female representation in the police, the reforms saw improved police responses to sexual and gender-based violence.²³

The deployment of women can boost operational effectiveness by building trust with communities. In some cultural contexts, an officer's gender can influence the nature of police-community relationships.

Consequently, the security sector is increasingly adopting gender mainstreaming approaches to counter violent extremism.

For example, in a case study reported in a 2019 Organization for Security and Co-operation in Europe (OSCE) report on gender and countering violent extremism, Norway's domestic security service noted in its 2018 threat assessment that individuals and groups inspired by extreme Islamist ideology still represent the most significant national security threat.²⁴ As in other countries, violent extrem-

ism and radicalization that lead to terrorism are often greater concerns in larger urban settings. One third of Oslo's population belongs to a minority community, with many coming from countries where trust in the police and criminal justice system is low. The police regularly visit mosques and Sikh temples to build trust and strong relations with different minority communities in the city. Police officers have discovered that while male officers are quickly accepted and can meet with male elders, religious leaders and regular (male) attendants of mosques, they need female officers to reach the entire population. For several years, two of the five diversity police officers specifically working on preventive policing and trust-building with minority communities in Oslo have been women. Gaining the trust of women from the different minority communities enabled the police in 2015 to effectively hinder a number of young men and women from further radicalization and joining ISIL (Islamic State of Iraq and the Levant)/Daesh in Syria.²⁵

In summary, law enforcement agencies must be agile and able to adapt to rapidly changing security environments. In law enforcement, capability refers to resources such as technology, equipment and facilities, but most importantly, people. This calls for continually reviewing staff composition, and drawing on flexible, adaptive and diversified skill sets that are essential to future-focused and outward-looking organizations. In sum, a more gender-equal workforce can enhance law enforcement capabilities to build trust and legitimacy, and better fulfil mandates to combat and prevent crime, safeguard social order and serve communities.

02.

RESEARCH METHODOLOGY

The purpose of this research is to contribute to the existing academic and policy literature on women in law enforcement in ASEAN and beyond. The study draws on legal and policy frameworks, previous research on gender and law enforcement, and interviews with law enforcement officers to explore their perceptions about the impact and contribution of women in law enforcement in ASEAN. Such findings can inform arguments in favour of an increase in the number of women working in the police services in the region and beyond, and support strategies to recruit, deploy, retain and promote women police officers.

The research is among the most comprehensive explorations of the topic for the region to date. It brings together a range of data, and is in-

**THE RESEARCH IS
AMONG THE MOST
COMPREHENSIVE
EXPLORATIONS
OF THE TOPIC FOR
THE REGION TO DATE**

formed by focus groups and individual interviews organized in the 10 ASEAN Member States. A total of 193 female and male police officers contributed their views and experiences (including 184 female officers). Figure 1 shows a breakdown by country.

In some countries, we were also able to interview representatives (male or female) of training and/or human resources departments, and to meet with representatives of the office of the chief of police (male officers). Five per cent of those interviewed

were male officers, all of whom held managerial positions as directors (and in one case deputy director) of departments of human resources, planning and reporting, doctrine development, personnel and records management.

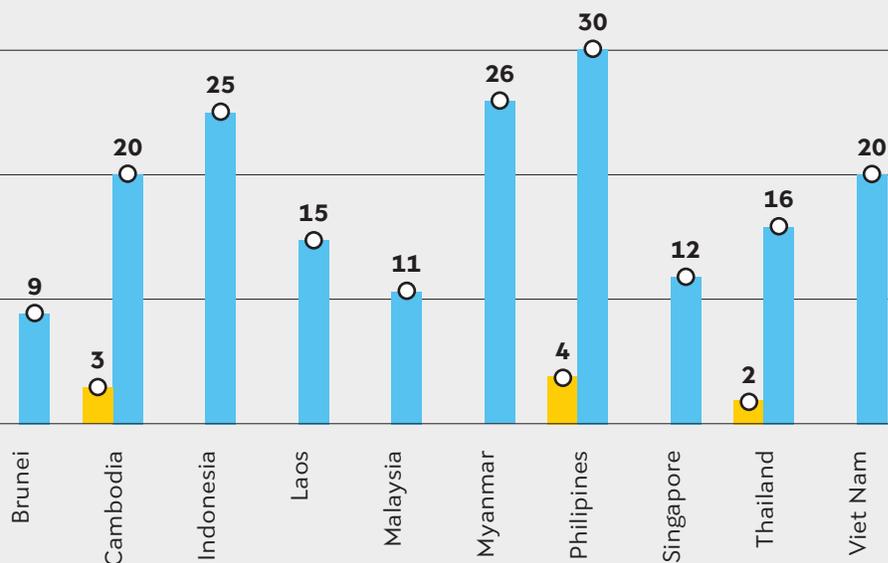


PHOTO: UN WOMEN/PLOY PHUTPHENG

FIGURE 1

NUMBER OF INTERVIEWEES PER COUNTRY

■ Female
■ Male



The number of participants per country varied due to the availability of officers to participate in the research during the time available.

Field visits were carried out between July 2019 and March 2020.

The study aimed to:

- Explore the role of women in law enforcement in ASEAN and how women contribute to strengthening law enforcement capability;
- Identify good practices regarding the recruitment, training, deployment, retention and promotion of female officers, as well as challenges;

- Examine relevant institutional frameworks that facilitate or hinder gender equality in relation to women's participation in law enforcement from the region; and
- Suggest recommendations to increase women's meaningful participation and inclusion in law enforcement institutions in order to provide a strengthened response to transnational and national crime.

The methodology included:

- A desk review of national legislation, key publications, strategy papers, action plans, concept papers, policy briefings and academic research.

- A short questionnaire sent to women officers who participated in the semi-structured interviews and focus group discussions to collect demographic and occupational data.
- Semi-structured interviews and focus group discussions with female and male police officers from ASEAN Member States and other relevant stakeholders, such as human resources or training departments, or other representatives from the office of the chief of police.

The interviews were approved by heads of police agencies in ASEAN following a request by INTERPOL. Country-level INTERPOL officers facilitated the participation of female and male

police officers according to the requested criteria, which included:

Individual interviews per country:

- Three to five high-ranking female officers in operational roles and/or with significant operational experience;
- The director or a high-ranking officer in the human resources department, where available;
- A senior human resources officer or adviser with the authority to provide information regarding diversity and inclusion, and/or human rights policies and training, where available; and
- The director or a high-ranking officer from the training department, where available.

Focus group discussions per country:

- Middle and high-ranking female officers in operational roles and/or with operational experience; and
- Junior female officers with a minimum of five years of experience, including operational experience.

The research also included information collected during consultations with law enforcement agencies; civil society organizations, including women's organizations; and development partners in selected countries.²⁶ The consultations, on efforts to increase the role of women in law enforcement and protecting communities, were facilitated by UN Women and UNODC. Participants discussed challenges and opportunities for enhancing gender equality in law enforcement, and how to improve gen-

der-responsive policing services in the community.

UN Women conducted a site visit to the Philippines island province of Siquijor in February 2020 where an all-women police station was established in 2019. Interviews with individual officers were undertaken as well as a focus group discussion with female officers.

Summary of participant sample

A total of 184²⁷ female officers from the ASEAN region were interviewed for this research (Figure 2). Lower-ranked officers were considered all those below the rank of colonel (or equivalent). Higher-ranking positions were defined as the rank of colonel (or equivalent) and above.

A TOTAL OF 193 FEMALE AND MALE OFFICERS FROM THE ASEAN REGION WERE INTERVIEWED FOR THIS RESEARCH



PHOTO: UN WOMEN AND UNODC

FIGURE 2

AGE DISTRIBUTION

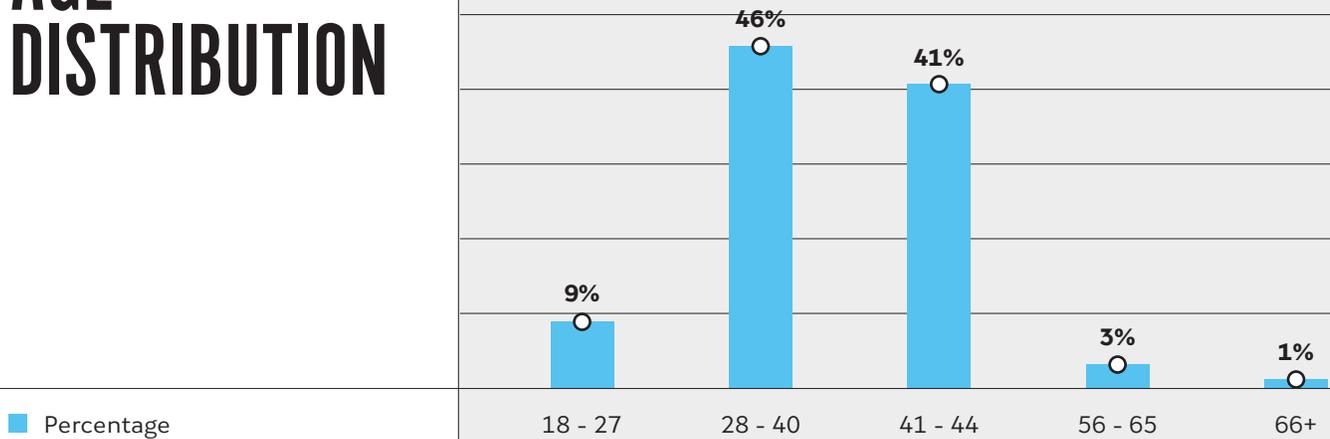


FIGURE 3

MARITAL STATUS

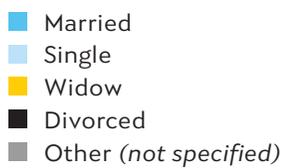


FIGURE 4

HIGHEST LEVEL OF EDUCATION

- High school
- Bachelor's degree (including Police Academy)
- Masters degree
- PhD
- Other

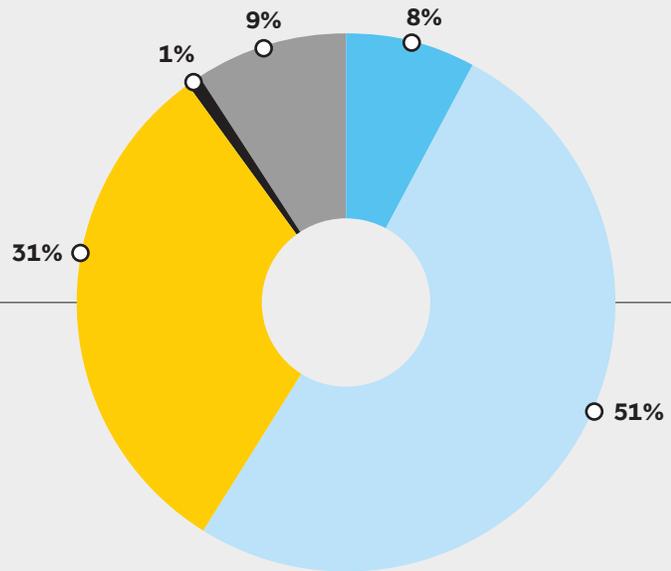
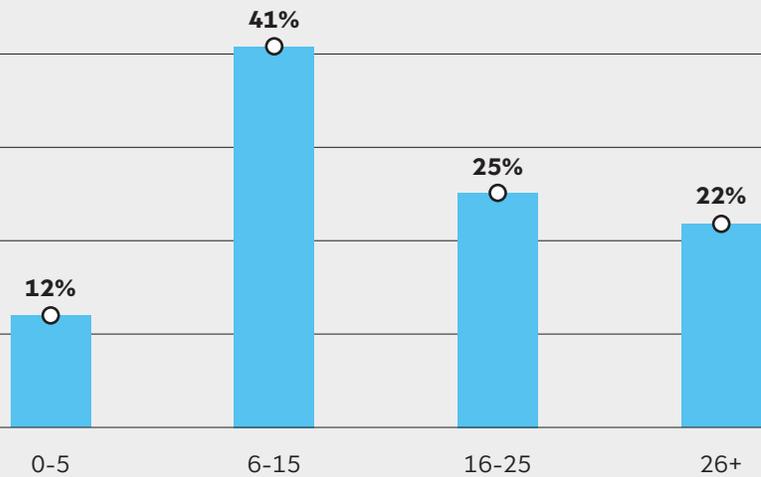


FIGURE 5

EMPLOYMENT DURATION

- Number of years



**THE RESEARCH
WAS PARTICULARLY
ORIENTED TOWARDS
UNDERSTANDING
WHICH STRATEGIES
AND FACTORS
CONTRIBUTE TO
CAREER DEVELOPMENT
AND THE CHALLENGES
WOMEN FACE**

Female officers interviewed were deployed in a variety of policing areas, such as criminal investigation, forensics, traffic control and close personal protection or bodyguard units, as well as in administration, public relations and INTERPOL National Central Bureaus.

During interviews and focus group discussions, officers were asked about their experiences, observations and knowledge relating to recruitment, training, deployment, retention and promotion policies and practices. They were asked about strategies, plans, policies and social norms that influence gender dynamics within their agencies, and shape the nature of law enforcement activities and interactions with the community. The research was particularly oriented towards understanding which strategies and factors contribute to career development and the challenges women face in pursuit of advancement.

In the body of the research report, information or direct quotes refer to the participant by their gender, and in some cases, their relative position in the police hierarchy and the country where they serve. Although this provides limited information with respect to the participant's age, years of professional experience, rank, position and department, and thus limits the extent to which specific views can be contextualized, it is necessary to protect the identity of participants.²⁸ Where there are few women in senior ranks, and thus they may be easily identifiable, these protections are particularly important. In accordance with qualitative research practice, in some cases, quotes have been amended slightly without changing the meaning or views being expressed to ensure officers cannot be identified.²⁹



As is the nature of qualitative research, quotes from officers who participated in the study are used to ensure that the voices of female police can be shared directly with the reader. Women police across ASEAN expressed many similar views, including many shared with women police in other parts of the world. In some cases, the views in the report may be shared with other officers in this study. In other cases, a quote may be used to reflect a diversity of views. This is important, because while female officers share the same sex, they are not a homogenous group. The qualitative approach adopted in this research is not intended to establish generalizable findings, but rather serves as a case study presenting the perspectives of a sample of women police in ASEAN.³⁰



PHOTO: UN WOMEN/PLOY PHUTPHENG

Interviews were audio recorded with full and informed consent. They were conducted in the interviewee's native language with an interpreter, except in cases of English proficiency. Participation in the study was confidential to encourage openness between the interviewees and researchers. Their identities are known only to those present at the time of interviews and who facilitated the selection of officers. De-identified summaries of the audio recordings were shared with the tripartite research team for analysis and co-authoring the report.

Limitations of the study

Due to financial, time and logistical constraints, most interviews were conducted with officers working in the capital cities of ASEAN Member

States. Therefore, the research does not address in-depth the additional challenges or issues female officers may face in areas outside capital cities. Some insights did come from the consultation held in the Bangsamoro Autonomous Region in Muslim Mindanao and the visit to the all-women police station in Siquijor, the Philippines. In general, however, a limitation of the study is that it does not fully reflect the experiences of and resources available to policewomen in rural, border and remote areas across ASEAN.

There were challenges associated with collecting gender statistics on the representation of women in law enforcement disaggregated by rank, role and geographic distribution. In some cases, agencies considered this

information confidential. This meant it was not possible to independently verify some information provided by interviewees (such as the existence of certain internal policies or studies mentioned during the interviews). In these cases, the report indicates that the information is based only on discussions with the officers.

Even where gender statistics were provided, they were not necessarily comparable across countries. The percentages indicating women's shares of law enforcement positions were rounded up or down.

03.

WOMEN IN LAW ENFORCEMENT IN ASEAN



AVAILABLE GENDER
STATISTICS
INDICATE WOMEN
COMPRISE BETWEEN
APPROXIMATELY 6 PER
CENT AND 20 PER CENT
OF LAW ENFORCEMENT
WORKFORCES



PHOTO: INTERPOL

To date, information on the number or percentage of women police officers in national law enforcement agencies in ASEAN has been limited. This study has therefore attempted to collect and collate accessible data from police agencies. Although the data remain incomplete, and are not fully comparable across countries due to methodological limitations,³¹ they can serve as a baseline for future research (see Figures 4 to 13).

The gender gap is wide in higher-ranking positions. Few police agencies have examples of women reaching upper leadership positions, and there has not yet been a female chief of police in the ASEAN region. In Lao People's Democratic Republic and Myanmar, the highest-ranking woman is a colonel, and in Brunei, a senior superintendent which are considered middle management positions. In countries where women

have progressed up the ranks, they are greatly outnumbered by their male colleagues. For example, in Viet Nam, there are 7 women generals out of 199 in total, and in Indonesia, out of the 357 highest-ranking officers, only 4 are women.³²

NUMBERS

PERCENTAGE OF FEMALE OFFICERS IN LAW ENFORCEMENT AGENCIES IN THE ASEAN REGION

(REFER TO ENDNOTES FOR MORE INFORMATION AND FOR DATA SOURCES.)

FIGURE 6

POLICE OFFICERS IN BRUNEI, BY SEX, 2019

Male
Female

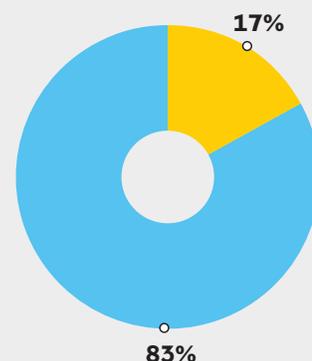


FIGURE 10

POLICE OFFICERS IN MALAYSIA, BY SEX, 2019

Male
Female

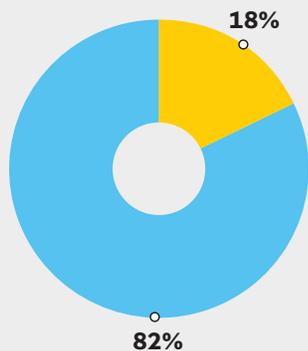


FIGURE 11

POLICE OFFICERS IN MYANMAR, BY SEX, 2019

Male
Female

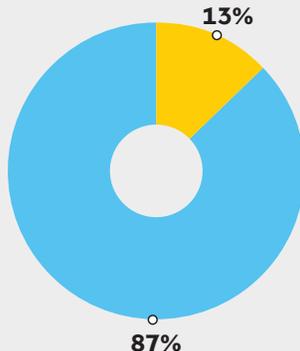


FIGURE 12

POLICE OFFICERS IN THE PHILIPPINES, BY SEX, 2019

Male
Female

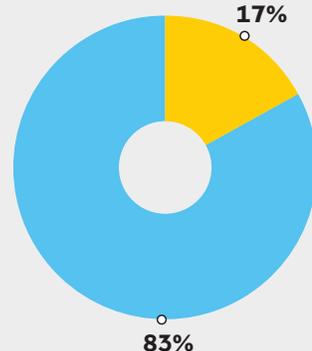


FIGURE 7

POLICE OFFICERS IN CAMBODIA, BY SEX, 2019

Male
Female

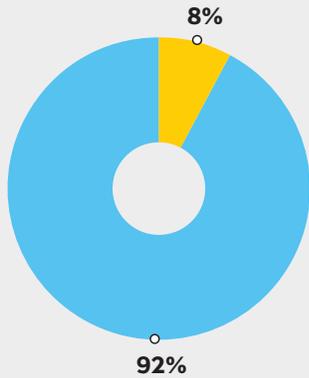


FIGURE 8

POLICE OFFICERS IN INDONESIA, BY SEX, 2019

Male
Female

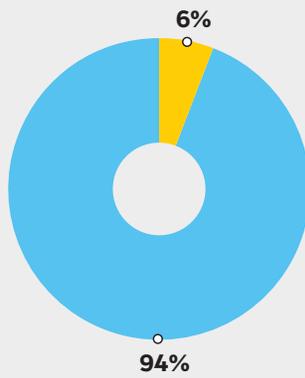


FIGURE 9

POLICE OFFICERS IN LAO PEOPLE'S DEMOCRATIC REPUBLIC, BY SEX, 2019

Male
Female

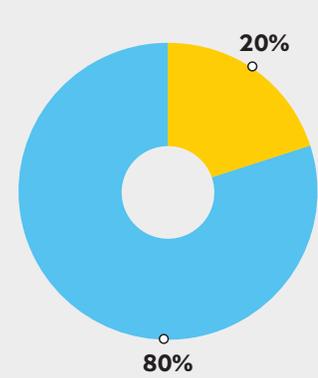


FIGURE 13

POLICE OFFICERS IN SINGAPORE, BY SEX, 2019

Male
Female

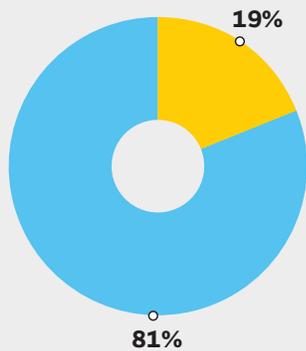


FIGURE 14

COMMISSIONED POLICE OFFICERS IN THAILAND, BY SEX, 2019

Male
Female

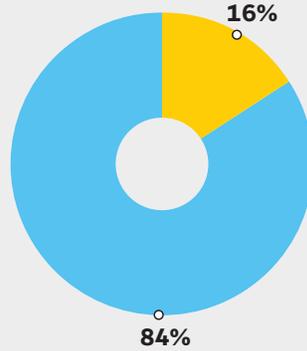
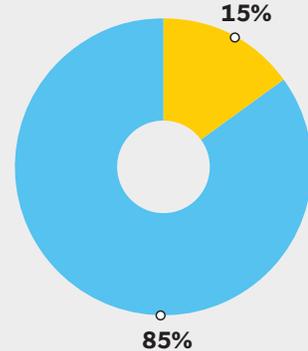


FIGURE 15

PUBLIC SECURITY OFFICERS IN VIET NAM, BY SEX, 2019

Male
Female



FEW POLICE AGENCIES HAVE EXAMPLES OF WOMEN REACHING UPPER LEADERSHIP POSITIONS, AND THERE HAS NOT YET BEEN A FEMALE CHIEF OF POLICE IN THE ASEAN REGION



PHOTO: INTERPOL

Since official data on the number of women in law enforcement in ASEAN over past decades are limited, it is challenging to assess trends and progress.³³ In this research, some women described campaigns to quickly bolster the numbers of police women; however, these were temporary rather than long-term strategies. As a result, any increase in the numbers of female police appears to have been slow or to have otherwise plateaued. Should this trend continue, it will take decades and possibly centuries to attain full equality in the region, if at all. Significant efforts and resources need to be applied with more urgency.

Across ASEAN, institutions have different approaches to recruitment,

training, deployment, retention and promotion for women and men, yet many experiences and barriers reported by women in this study are similar. Broadly, these relate to perceptions that physical strength and size are required to be a police officer; gender norms and stereotypes with respect to women's roles in society, which limit their participation in some professional arenas; and stereotypes about what "good" law enforcement leadership looks like. Furthermore, women's inclusion in law enforcement is shaped by the political system, economic development, history, institutional structures, occupational cultures, religious beliefs and practices, national cultures, and dynamics of gender and ethnicity.

Summary of police agencies in ASEAN in the modern era

The emergence of police agencies has varied histories in ASEAN. For example, while the Indonesian National Police was declared a national agency in 1946, it was absorbed into the armed forces in 1961. The police regained civilian status as a separate entity relatively recently, in 1999. While the police in Thailand are closely connected to the armed forces, reforms at the turn of the twentieth century led to the appointment of the institution now known as the Royal Thai Police. Therefore, policing in Thailand, in its modern form, has existed for over 100 years. Table 1 includes brief information on the police agencies in ASEAN and the status of selected gender strategies or policies relevant for law enforcement.



TABLE 1: Information on police agencies and gender strategies and policies

Country/ agency	Country population	Formed ³⁴	Relevant oversight/ ministry	National action plan on women, peace and security?	Police agency gender strategy?
Brunei: Royal Brunei Police Force	450,000	1921 ³⁵	Government of Brunei	No	No
Cambodia: Cambodian National Police	15.2 million	1945 ³⁶	Ministry of Interior	No	Action Plan for Mainstreaming Gender in the National Commissariat of the Cambodian National Police
Indonesia: Indonesian National Police	270 million	1946 (and 1999/2000) ³⁷	President of Indonesia	Yes (expired)	No
Lao People's Democratic Republic: Lao Police Force	7 million	1961 ³⁸	Ministry of Public Security	No	Yes (not publicly available)
Malaysia: Royal Malaysia Police	32 million	1807 ³⁹	Ministry of Home Affairs	No	No
Myanmar: Myanmar Police Force	53 million	1964 ⁴⁰ "People's Police Force"	Ministry of Home Affairs	No	No
The Philippines: Philippine National Police	109 million	1991 ⁴¹	Department of the Interior and Local Government, National Police Commission	Yes	Magna Carta of Women 2009, Gender and Development Strategy
Singapore: Singapore Police Force	5.7 million	1820 ⁴²	Ministry of Home Affairs	No	No
Thailand: Royal Thai Police	69 million	1933 ⁴³	Office of the Prime Minister	Yes (national policy) ⁴⁴	No
Viet Nam: People's Police Force	97 million	1945 ⁴⁵	Ministry of Public Security	No	Yes

04.

**LAW ENFORCEMENT
INSTITUTIONAL
AND OCCUPATIONAL
CULTURE**





PHOTO: UN WOMEN/PLOY PHUTPHENG

In many cases, modern law enforcement institutions were formed with a male-only workforce. The exclusion of women in earlier examples of policing was in part due to gender norms, which limited women's participation in paid work. While law enforcement institutions, particularly the police, have always performed a wide range of services and public order functions that do not require enforcement of the law, the crime-fighting function has dominated perceptions of what

police do and their occupational identity.⁴⁶

In other cases, police forces in countries engaged in civil war, fighting for independence or political power struggles have had responsibilities alongside or in conflict with military forces, which shape the nature of policing deemed necessary in those contexts at the time. The crime-fighting ethos and paramilitary cultures associated with these histories, which are

**IN MANY CASES,
MODERN LAW
ENFORCEMENT
INSTITUTIONS
WERE FORMED
WITH A MALE-ONLY
WORKFORCE**

THE BULK OF LAW ENFORCEMENT WORK CAN BE UNDERTAKEN BY OFFICERS IRRESPECTIVE OF SEX

further entrenched by media and fictional representations of law enforcement, have underpinned institutional justifications for height and weight requirements for officers, as well as an emphasis on physical strength and stamina, all of which favour men. Paramilitary, disciplined law enforcement institutions are symbolic of State power and authority with a monopoly on the use of coercive force. Officer size has been linked to the symbolic importance of “projecting authority”. For example, under British colonial rule in the 1970s, officers entering the Hong Kong Police Force as a probationary inspector had to be taller and heavier than probationary constables, despite the former having a supervisory role while the latter did frontline work.⁴⁷

Physical criteria for law enforcement work are being revised, and, in some jurisdictions, have less prominence than in the past. This has occurred for a number of reasons, including, among others: physical criteria do not comply with legislation outlawing discrimination on the basis of gender and/or sex; changes in the nature of law enforcement work through technological advances and the evolving nature of crimes with, for example, cybercriminality and countering violent extremism taking up more prominent roles, and trafficking networks having wide, international outreach; community expectations of police services; and recognition that the bulk of law enforcement work can be undertaken by officers irrespective of sex, because even where biological and psychological disparities may exist between men and women, they do not necessarily affect work performance.

I think personally that [policing is] a male dominant field. Men may sometimes be more suitable to do certain jobs, but we need to avoid stereotypes. They say that women have weaker upper arms – we have to admit it, this is true. Maybe with modern policing it will change over the years as other types of programmes that require less strength gain importance. Women can supplement the men and make the policing job a more comprehensive one. Women maybe have better communication and problem-solving skills, can handle conflict, maybe women may complement men’s physical strength. Maybe if there were more family-oriented programmes we could help more female officers (high-ranking female, Malaysia).

Research on policing has explored ways that women navigate gender norms in traditionally male-dominated law enforcement institutions. Policewomen’s identities have been construed either as more closely resembling the male-dominated occupational culture with a focus on occupational identity (POLICEwomen), or as conforming to their gender (policeWOMEN), where the emphasis is on performing roles that align with female gender stereotypes.⁴⁸ While these two categories provide a framework, the way gender roles are performed is more complex.

Gender-displaying behaviours, according to Goffman,⁴⁹ are “socially learned and socially patterned”. Where men or women behave in ways that accord with a gender stereotype, it

may be because they are aware they will be judged by others as to what is appropriate for their gender.⁵⁰ With respect to policing, this means that women may not necessarily be better than men at sensitive communication or empathizing with victims, but that they are socialized into behaving in ways that have been traditionally associated with femininity.⁵¹

In early studies on police in Western contexts, the importance of women's integration in policing was presented according to their "uniquely feminine skills", which made them suitable to supervise female offenders or pro-

tect young girls from social vices.⁵² Subsequently, perspectives based on gendered norms and stereotypes underpinned many justifications for women's entry into the narrower "soft" policing roles deemed suitable for them.⁵³ Later research identified some female officers who described adopting masculine traits to try to fit in with male colleagues and be accepted into the occupational culture.⁵⁴ By conforming to the masculine culture, female officers sought to access a wider range of career options.⁵⁵

More recent studies highlight how women police can actively both



PHOTO: UN WOMEN/PLOY PHUTPHENG

conform to and resist gender norms to strategically navigate their way through a police organization.⁵⁶ Research indicates that even where women police may invoke gender differences from their male counterparts in terms of conforming to gender norms – for example, that women should prioritize family responsibilities – they do not necessarily give up their desire for equal treatment at work.⁵⁷ Female officers can also resist gender norms by acting in stereotypically male ways, for example, by acting macho or being aggressive situationally.⁵⁸

Women in this study expressed a variety of views, including emphasizing gender stereotypes relating to police roles suitable for women (e.g., women are softer and more sensitive than men). There were also perceptions that differences in officer behaviours and capabilities were due to personality rather than gender.

Crucially, women's responses in this study resemble those of female officers in other jurisdictions who are asked to justify their inclusion in law enforcement. That is, there can be differing emphasis on equality or

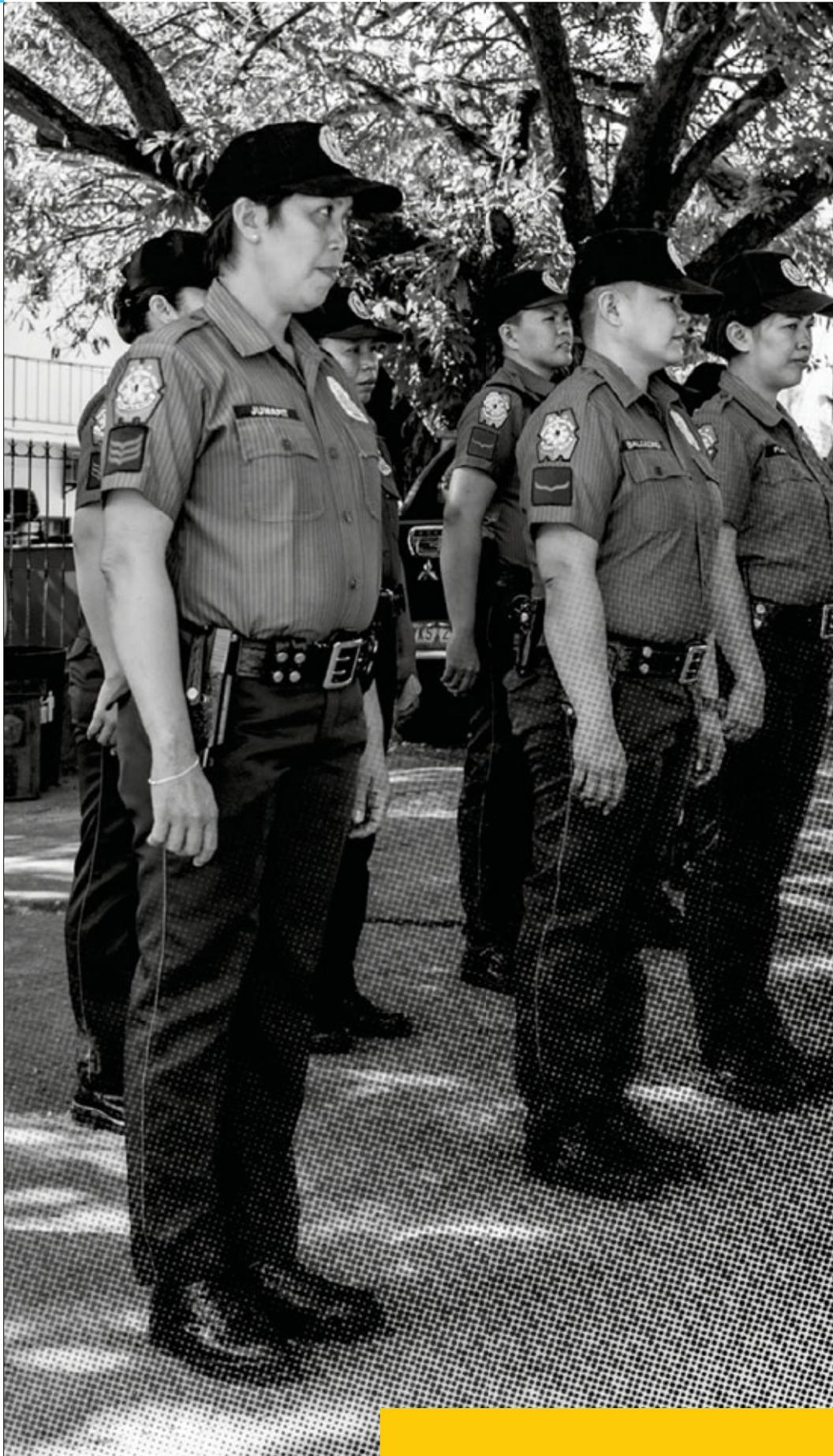




PHOTO: UN WOMEN/PLOY PHUTPHENG

GENDERED POWER RELATIONS AND INEQUALITIES ARE CONSTRUCTED, SHAPED AND MAINTAINED THROUGH INSTITUTIONAL PRACTICES, PROCESSES AND RULES IN MULTIPLE WAYS

(complementary) difference between men and women. While some women say they seek treatment equal to that of their male colleagues, the question often elicits responses highlighting gender differences and explanations for deploying men and women differently. For example, a high-ranking officer from Malaysia reflecting on her own experience said, “You don’t differentiate between men and women. You are just there. I never felt I was alone or ‘the only woman’. It’s important to gain respect as a police officer and you won’t have any problem”. Later in the same interview, however, she emphasized gender differences by referring to women in general by saying they are “...better listeners, problem solvers, emotional values [sic]...it would give a better image of the police force [to have more women]”.

Gendered power relations and inequalities are constructed, shaped and maintained through institutional practices, processes and rules in multiple ways. The presence of women in the security forces, in a traditionally male role, challenges deeply entrenched patriarchal views that have kept women out of the police ser-

vice and limited their access to decision-making processes that affect security and safety. One woman officer from Indonesia justified her wish to join the police due to her desire to show that women can perform well as police officers:

Before I moved to Jakarta I lived in a remote province where there are very few female police officers. It was difficult for women to be equal to men in that region. I therefore was motivated to prove that as a woman I also have the same qualities as men so when we become a police officer we can prove to men that we can also be [police officers] like them.

Some researchers argue that increased diversity can be a catalyst for reform, enabling officers and law enforcement leaders to become more reflective about challenges within their departments, more open to reform and possibly more open to initiating cultural and systemic changes.⁵⁹ Finally, women’s increased presence and leadership tends to decrease sexual harassment that might be prevalent in some police forces.

GOOD PRACTICES

Good practices in relation to institutional and occupational culture include reviewing congruence between an agency's stated mission and purpose with the extent of its capability to achieve these aims. They also include deliberately breaking down gender norms so that particular roles are not seen as either masculine or feminine.

In 2019, the Singapore Police Force celebrated 70 years of women in policing by showcasing female officers across a wide range of divisions, such as the Traffic Police, Police K-9 Unit, Special Operations Command and Criminal Investigations Department, among others.⁶⁰ This was important because it provided role models for women who may be considering applying to join the police, as well as existing officers who may be considering which career pathways may be available to them. A high-ranking female officer reinforced the importance of this deliberate strategy when she said:

The population [of Singapore] is 50-50 so you need a force to respond to their needs. It's a male-dominated organization, but it is woman friendly. We must tell people that women are welcome to join [the Singapore Police Force] and what women can offer in this profession.

Stereotypes regarding gender roles are changing and do not have to be barriers for law enforcement institutions in becoming more gender equal. This is captured well in the Singapore Police Force's 2019 International

Women's Day Video. It features the slogan "Tackling a situation is about skill not about strength" alongside a picture of a female officer.⁶¹

Even though recruit training in Singapore demands a certain level of fitness, and different physical fitness standards apply to different functions, one female officer said that while all officers need to be sufficiently fit, fitness tests should be proportionate to daily duties using a "job fit approach". A high-ranking female officer in Singapore detailed some of the efforts that the force makes for potential applicants to understand the nature of police work:

We [Singapore Police Force] try to bring in about 20 per cent female officers... One of the reasons [it is difficult to recruit more female officers] is the perception [of] police work in the general public - most ladies have this perception that to be a policewoman you need to be very physically trained... We have nine months residential training in the academy - it includes physical and academic training, plus leadership [training]. We have physical tests every year. All officers need to pass the test, so they have to be fit and interested in the physically demanding activities, then they would be suited to be police officers. So we try to dispel this perception [that the training is physically demanding]. We actually organize a tour for interested students to observe the different types of jobs. We even bring them to the academy for them to see the day-to-day activities, and whether [they are] male or female, they go through the same set of

training. The nature of the work is not about it being physically demanding...We try to create a better awareness of the nature of the police work... Our marketing efforts showcase all different job functions, whether it is in the police station, investigation, maritime... We try to feature in all these jobs to have women. There's no gender difference. It's all about the ability and competency. It's not like you need to be macho.

The Singapore Police Force has made significant efforts to attract women. While there has been a 6 per cent increase in women's representation since 2000, the relatively slow growth may indicate that society's gender expectations remain a considerable influence on women's occupational choices, reflecting what has been reported in jurisdictions in other parts of the world.⁶⁵



“70 YEARS OF WOMEN IN POLICING 1949-2019”: SINGAPORE POLICE FORCE 2019A, PP. 16-17.



FEMALE OFFICER IN THE POLICE COAST GUARD AND ELITE SPECIAL TASK SQUADRON. SINGAPORE POLICE FORCE, “SALUTING OUR FEMALE OFFICERS.”⁶²



“TACKLING A SITUATION IS ABOUT SKILL NOT ABOUT STRENGTH”. SINGAPORE POLICE FORCE, FACEBOOK PAGE.

CHALLENGES

Limited institutional capacity to adapt to changing security needs and responses

Law enforcement institutions can and do change over time to adapt to shifting demands. Leaders must continuously review how the recruitment, training and deployment of officers meets their stated mission and purpose. This is particularly relevant for areas such as improving the promotions system and implementing community policing approaches. For example, the Royal Thai Police appointed a Police Reform Committee in 2006 to restructure and reorient the institution to better serve current needs,⁶⁴ including through the suitability of recruitment, training and promotion processes. An officer and associate professor from the Royal Police Cadet Academy in Thailand pointed out, however, that current training still involves rigorous physical training that is not necessarily required for some of the roles officers perform after graduation.⁶⁵ The associate professor questions the relevance of a compulsory component where cadets must undergo one month of training in the jungle to learn tactics to catch criminals attempting to evade police.⁶⁶

Police officers' identities are influenced by the institutional and occupational cultures of their police forces. If gender diversity means improved operational results, why are there not more women deployed across all police departments? This question has led to decades of research about what women are doing wrong, how they should change or how they could improve to break through. Instead of "fixing" women,

however, more focus could be directed at examining and addressing the structural barriers preventing women and men from having equal opportunities to advance in an organization.⁶⁷ Women officers surveyed very rarely questioned the institutional set-up that might be biased in favour of their male colleagues, or pointed out that in today's changing security environment, physical strength is no longer needed as much for policing as other skills, as already discussed above.

The "ideal" police officer

Globally, law enforcement agencies have difficulty increasing women's representation in leadership roles. Institutional cultures expect police leaders – or potential police leaders – to have a "full time and uninterrupted" career progression.⁶⁸ Even where institutions in other jurisdictions have introduced flexible and part-time working arrangements, these have not been a panacea given cultural norms that entrench masculinity in management styles demanding officers be "present and ever available".⁶⁹ In ASEAN, part-time police work is only available in Singapore. Consequently, women's integration into policing is challenged by cultural norms inside and outside the organization.

Valuing "masculine" characteristics

Traditionally, law enforcement institutions and popular culture have portrayed and perpetuated the ideal police officer as having masculine traits, typically in direct relation to physical strength, for example, being fast, strong, tall and muscular. The mythic vision of police as crime fighters helps construct the perception that biological differences lead naturally to the gender division of labour. Even though masculinity and femininity



PHOTO: UN WOMEN/PLOY PHUTPHENG

are socially constructed, both men and women are trapped by societal expectations. Women officers either accept their perceived biological inferiority or strive to overcome it by becoming a “manly” policewoman.⁷⁰ Many women officers stated repeatedly during the interviews that they must be and act as their male colleagues in order to be considered a “good” police officer, emphasizing that men and male characteristics are viewed as the standard that women officers should attain.

POLICE OFFICERS’ IDENTITIES ARE INFLUENCED BY THE INSTITUTIONAL AND OCCUPATIONAL CULTURES OF THEIR POLICE FORCES

To become a star [referring to the rank of 1-star general] is not really easy. But I believe that you just need to work harder and prove to them [male officers] that women also excel. We can do whatever the men can do (high-ranking female officer, the Philippines).

In my personal experience I haven't experienced biases, but I just challenge myself to prove to them [male officers] that I can do the same thing they do, and my worth as a woman police officer. This is difficult (female officer, the Philippines).

Officers frequently said that men and women could be equally good police officers. Almost no jobs in today's police force were portrayed as completely for women. No interviewees mentioned physical strength or speed as characteristics of a good police officer. Characteristics were sometimes gendered in other ways that detract from women's capabilities, however. For example, in discussing good female leaders in a focus group discussion in Myanmar, an officer said, "Some women are masculine, and they can be like men and make fast decisions." The implication is that quick decision-making is typically perceived as a male attribute.

When asked about what makes an ideal police officer, most female officers in the study emphasized a wide range of gender-neutral characteristics, such as having "integrity". For example, a high-ranking female officer from the Singapore Police Force said:

I think the basic characteristics of having the right values is fundamental, like integrity and courage. I don't think the fundamentals will change. You need to look at these personality traits. In terms of skills, it's always ever changing. Women are equally capable and can be trained to do certain jobs.

This could be an indication that the type of characteristics valued in policing today include those that take a broader view of how modern policing achieves its aims.

Limited self-awareness or women's strategic use of gender differences?

An interesting finding from the interviews relates to why women in some cases said they were different from men, and at other times said they were similar or equal. One interpretation is that female officers may have varying levels of discursive insight into the way they describe gender roles and stereotypes within police agencies.⁷¹ For example, it was common across all countries to describe women as important to policing because they bring benefits of being gentle, approachable, meticulous and patient. Some officers used these attributes as a justification for streamlining women into working with women and children or administrative roles because women's innate characteristics amounted to "specialist skills". One of the drawbacks of this is that if women's "specialist" feminine skills are seen as innate and not as something learned, additional training for women to carry out their work may be seen as unnecessary.

As a consequence, women may have less access to courses and professional development opportunities. Indeed, this was one explanation provided for ceasing the enrolment of women in the four-year training programme of the Royal Police Cadet Academy in Thailand.⁷²

When asked about their proudest achievement in their policing career, however, officers described a sense of pride and satisfaction relating to these gendered roles in only a few instances. In fact, women reported a variety of achievements that highlighted their capabilities across a much wider range of policing functions, especially relating to operational tasks and leadership roles.

HAVING THE RIGHT VALUES, LIKE INTEGRITY AND COURAGE, IS FUNDAMENTAL

As examples, female officers from across ASEAN reported their proudest achievements as including: receiving a medal for being part of an investigation team that arrested drug traffickers and seized over 600 kilograms of illicit drugs; being the first female head of a traffic unit; receiving a certificate for a money laundering investigation; leading an investigation that resulted in a conviction of a migrant smuggler; being the head of a task force on internal security; fighting terrorism; traveling to provinces alone to work; in-

vestigating the falsification of coins and managing multimillion dollar projects.

This difference is important because women may be responding to research questions in a way that they perceive is “appropriately gendered for the institutional setting of policing” by emphasizing characteristics that differentiate them from men.⁷³ Although there are many examples, such as those mentioned above, where women demonstrate being similarly capable as men, these were

only stated when women were asked about their proudest achievements. As a result, female officers may not be getting the recognition they deserve for the breadth of work they perform, and the extent of their skills and capabilities. This has implications for promotion and deployment practices in that it contributes to the narrative around women’s innate capabilities, when in fact their wider capabilities and achievements may remain unacknowledged by their peers or managers during performance assessments.⁷⁴



PHOTO: UN WOMEN/PLOY PHUTPHENG

05.

**THE INTERNATIONAL,
REGIONAL AND
NATIONAL POLICY
FRAMEWORKS**

for women in law enforcement

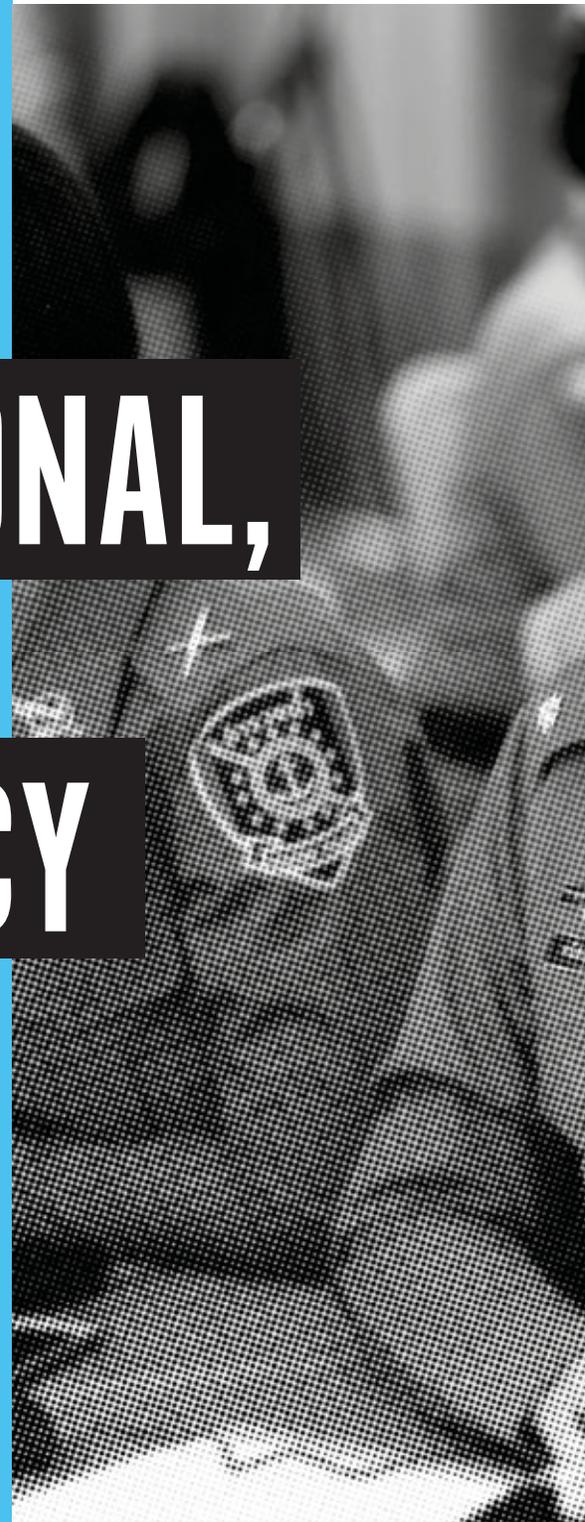




PHOTO: UN WOMEN/UNODC

International

In 2000, the United Nations Security Council adopted resolution 1325 on women, peace and security, which underscored the need for women to have more active and leading roles in decision-making and governance. Additional resolutions on women, peace and security, and international frameworks supporting gender equality include:

- United Nations Security Council resolutions 1820 (2009), 1888 (2009), 1889 (2010), & 1960 (2011), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019) and 2493 (2019).
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- 1995 Beijing Declaration and Platform for Action
- 2030 Agenda on Sustainable Development, including its 17 Sustainable Development Goals (SDGs):
 - SDG 5: Gender equality and empowering women and girls
 - SDG 16: Peace, justice and strong institutions

International policy frameworks for promoting gender equality and gender-sensitive security sector reforms are important for setting global norms to influence States for positive change. Uptake and implementation of strategic provisions and national action plans can be uneven, however, and depend on State actors, and adoption and adaptation processes. Regional forums and instruments can facilitate engagement and dialogue, though the level of diversity among States means consensus on and commitment to norms may be either challenging or slow, or both.

Regional

Representing a diverse collective of 10 Member States, ASEAN leaders have agreed to work towards a vision of a cohesive ASEAN community to pursue opportunities and address shared challenges, such as through the ASEAN Political-Security Community Blueprint 2025.⁷⁵ As a collective, ASEAN has a number of regional frameworks or strategic commitments relevant to women in law enforcement. Notably, at the 31st ASEAN Summit in 2017, leaders issued the “Joint Statement on Promoting Women, Peace and Security in ASEAN”. It refers to encouraging the integration of a gender perspective and building the capacity of women as first responders, among other security and peacebuilding roles.

In 2019, ASEAN foreign ministers issued a joint communiqué endorsing further advancement of the women, peace and security agenda. In addition, section 22(a) of the “Asia-Pacific Declaration on Advancing Gender Equality and Women’s Empowerment: Beijing+25 Review”⁷⁶ calls for accelerating implementation of the women, peace and security agenda at subnational, national, regional and international levels.

Other relevant ASEAN regional frameworks and strategic commitments include:

- Manila Declaration to Counter the Rise of Radicalisation and Violent Extremism
- ASEAN Regional Plan of Action on Eliminating Violence Against Women
- ASEAN Regional Plan of Action on Eliminating Violence Against Children
- ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals
- ASEAN Declaration Against Trafficking in Persons Particularly Women and Children
- Ha Noi Declaration on the Enhancement of Welfare and Development of ASEAN Women and Children
- ASEAN Human Rights Declaration 2012

National

Interviews undertaken for this study indicate limited awareness of United Nations and other international treaties with respect to gender equality or eliminating violence against women. In a focus group discussion with female officers in Myanmar, international treaties were not specifically mentioned as drivers of women's increased participation in policing, although efforts to reform law enforcement institutions in line with trends in other ASEAN Member States were described as influential. Otherwise, female officers suggested that international obligations and treaties were not regular topics of discussion, if at all. These did not appear to have a particular influence in the development of agency-specific action plans or strategies.

Two ASEAN Member States have national action plans on women, peace and security, although with varying levels of detail. The Philippines was the first ASEAN Member State to develop such a plan in 2010. The current plan for 2017 to 2022 provides a comprehensive example. It specifies policies, programmatic designs and institutional mechanisms for maximizing the inclusion, participation, status and leadership of women in policing (and the military). Box 1 outlines clear actions for improving the role, number, status and contribution of women in the military and police, both domestically and abroad.

The Philippines also has a Magna Carta of Women that specifically prohibits discrimination against women in the military and police, and states that measures should be taken to revise or abolish policies and practices that restrict women's ability to work across the same functions as men (Box 2).

The Philippines National Police maintains a quota of 10 per cent for women police under Republic Act 8551, otherwise known as the Philippines National Police Reform and Reorganization Act.⁷⁹ There are calls from some in the Government, the Commission on Human Rights and the police to increase the quota to a 20 per cent minimum.⁸⁰

Indonesia is the second country in the region that has a national framework relevant for women, peace and security issues through the Presidential decree (No. 18) on the "Protection and empowerment of women and children during social conflicts 2014-2019".⁸¹ The decree emphasizes women's roles during "social conflicts" rather than law enforcement issues in peacetime.

In 2019, the United Nations Security Council reaffirmed its commitment to resolution 1325 and unanimously adopted resolution 2493 (2019). The ASEAN representative from Thailand reported that it had adopted and was implementing national measures and guidelines relating to women, peace and security for 2016 to 2021.⁸²

BOX 1:

Philippines National Action Plan on Women, Peace and Security 2017-2022

ACTION POINT 5: Improved the role and status of women in the security sector⁷⁷

- 5.1** Policy and comprehensive programmatic design formulated for the recruitment, training, deployment, and career-pathing of women in the military and the police.
- 5.2** Enabling institutional mechanisms for the strategic maximization of women's contribution in the security sector created.
- 5.3** Increased the number of women in decision-making positions in the military and the police.
- 5.4** Increased the number of women in leadership positions specific to in civil-military operations (CMO) and community-police relations (CPR).
- 5.5** Increased number of women participating in international committees and inter-state initiatives (e.g. UN Peacekeeping, ASEANAPOL, INTERPOL etc.) related to gender, conflict-related sexual and gender-based violence (SGBV) and human trafficking, and WPS.

BOX 2:

Magna Carta of Women 2009 (R.A. 9710)⁷⁸

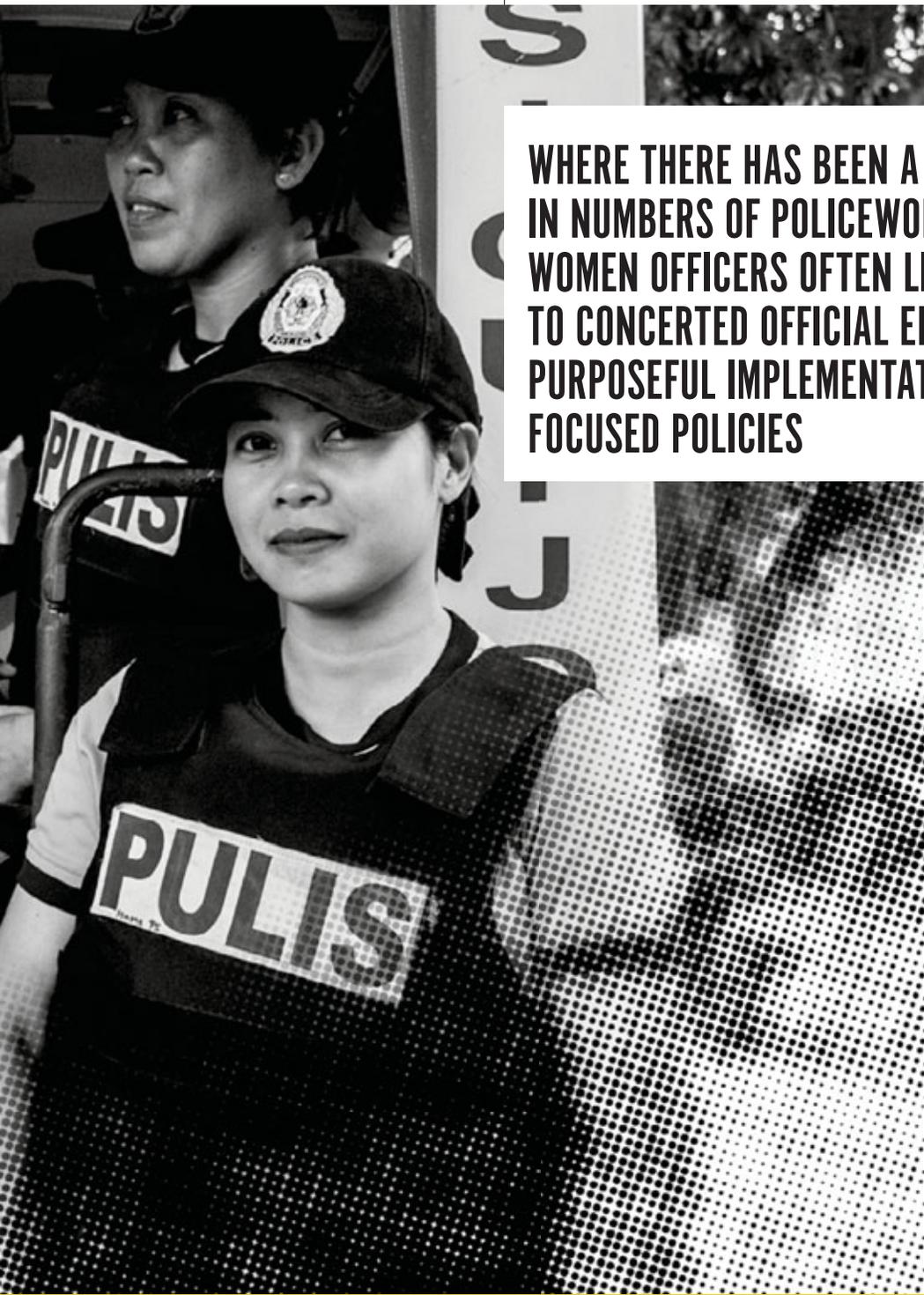
SEC. 15. Women in the Military – The State shall pursue appropriate measures to eliminate discrimination of women in the military, police, and other similar services, including revising or abolishing policies and practices that restrict women from availing of both combat and noncombat training that are open to men, or from taking on functions other than administrative tasks, such as engaging in combat, security-related, or field operations. Women in the military shall be accorded the same promotional privileges and opportunities as men, including pay increases, additional remunerations and benefits, and awards based on their competency and quality of performance. Towards this end, the State shall ensure that the personal of women shall always be respected.

06.

**APPROACHES AND
RESPONSES TO
GENDER EQUALITY AND
LAW ENFORCEMENT**

by law enforcement institutions in ASEAN





WHERE THERE HAS BEEN A STEADY INCREASE IN NUMBERS OF POLICEWOMEN IN ASEAN, WOMEN OFFICERS OFTEN LINKED PROGRESS TO CONCERTED OFFICIAL EFFORTS AND PURPOSEFUL IMPLEMENTATION OF WOMEN-FOCUSED POLICIES

GOOD PRACTICES

The Cambodian National Police has a policy framework for promoting gender equality and established a Gender Working Group. The police have worked with the Ministry of Women's Affairs and the Cambodian National Council of Women to develop five-year action plans. Further, within the National Action Plan to Prevent Violence Against Women II, Strategic Area 2 details specific outcomes, indicators and activities to reform and improve the police.⁸³ One indicator specifically refers to increasing the recruitment of female officers.⁸⁴ The General Commissariat also has a Gender Mainstreaming Work Plan to address gender-based violence, and child and sexual exploitation.⁸⁵

While information provided to the research team indicated that female officers constituted 8 per cent of the overall Cambodian National Police workforce, a 2018 Cambodian National Council of Women report stated that 24 per cent of new police recruited were women, which may reflect efforts to increase participation.⁸⁶ In 2019, a high-ranking male officer from the training department said that women comprised approximately 20 per cent of officers in police training in Cambodia. A strong policy framework likely underpins the upward trend of women's recruitment.

PHOTO: UN WOMEN/PLOY PHUTPHENG

There is wide variation in formalized gender-equality policies, strategies and action plans across police agencies in the 10 countries. In some cases, there is strong high-level support but limited commitment or capacity for the implementation of adopted action plans and strategies. In other cases, there are good localized initiatives but with limited reach.

The Indonesian National Police have shown strong leadership through their commitment to hosting conferences that promote women in policing. For example, in 2014, they hosted the 2nd Regional Women Police Conference with the theme “Strengthening and empowering women police”.⁸⁷ In 2021, they will host the International Association of Women Police Annual Training Conference, which will see approximately 1,000 policewomen from around the world visit Yogyakarta for a three-day event on “Women at the Center Stage of Policing”.⁸⁸ These high-profile events require high-level leadership and commitment given that they demand significant time and resources to plan and deliver, and it is significant that it will be the first time the conference is held in Asia.

Where there has been a steady increase in numbers of policewomen in ASEAN, women officers interviewed for this study often linked progress to concerted official efforts and purposeful implementation of women-focused policies. For example, a female officer from Malaysia explained that there is a strong push to have 30 per cent of senior management positions occupied by women:

Until now we are about 13 per cent to 14 per cent women officers; it's a good number. There are more women senior police officers, about 21 per cent of total senior police officers. We would like to achieve 30 per cent; this is our national target. We hope our leadership helps us to achieve this goal. We hope to have more in higher-ranking positions.

Further examples of good institutional practices include supporting and sustaining the role of women's unions in Lao People's Democratic Republic and Viet Nam. Women's unions or associations are beneficial because they provide formal machinery for women's representation and inclusion in policymaking and decision-making. In addition to advancing women's interests, strong women's associations can provide peer support, opportunities to practice leadership skills and a forum to exchange ideas. Specific policies and approaches of women's associations will be addressed in the section on human resources below.

CHALLENGES

Despite achievements in government and institutional policies, institutional responses and implementation efforts may not yet fully embrace gender equality. During the consultation facilitated by UN Women and UNODC in the Bangsamoro Autonomous Region in Muslim Mindanao, female officers said the 10 per cent quota outlined in Section 58 of the Philippines National Police Reform and Reorganization Act 1998⁸⁹ functions as a maximum for women's recruitment each year (see Box 3).

A number of women in the consultation said this maximum quota was not in line with the more recent provisions of the Magna Carta of Women 2009, and that there was an advocacy campaign to increase the minimum quota in stages. Notably, a 2018 campaign to legislate a higher quota of 20 per cent was quashed, in part because some regions already applied a 20 per cent quota in practice.⁹⁰ Nonetheless, the quota still functions as a maximum for female applicants.

Institutional challenges around policy implementation and scope for change could benefit from greater institutional support. For example, even though the Cambodian National Police has an existing action plan on gender issues and gender mainstreaming, according to women in this study, gender training is typically only seen as appropriate for women. A high-ranking Cambodian female officer said that managers should be aware that gender mainstreaming training is for both men and women. Similarly, while various branches of the Women’s Union in Lao People’s Democratic Republic conduct training on gender mainstreaming, the participation of male officers is limited. In a focus group discussion in the country, junior female officers suggested it would be beneficial if high-ranking men received training on gender equality.

STRONG WOMEN’S ASSOCIATIONS CAN PROVIDE PEER SUPPORT, OPPORTUNITIES TO PRACTICE LEADERSHIP SKILLS AND A FORUM TO EXCHANGE IDEAS

**BOX 3:
Philippines National Police Reform and Reorganization Act of 1998**

CREATION OF WOMEN’S DESKS IN ALL POLICE STATIONS AND THE FORMULATION OF A GENDER SENSITIVITY PROGRAM

Section 57. Creation and Functions – The PNP shall establish women’s desks in all police stations throughout the country to administer and attend to cases involving crimes against chastity, sexual harassment, abuses committed against women and children and other similar offenses: Provided, That municipalities and cities presently without policewomen will have two (2) years upon the effectivity of this Act within which to comply with the requirement of this provision.

Section 58. Prioritization of Women for Recruitment – Within the next five (5) years, the PNP shall prioritize the recruitment and training of women who shall serve in the women’s desk. Pursuant to this requirement, the PNP shall reserve ten percent (10%) of its annual recruitment, training, and education quota for women

Section 59. Gender Sensitivity Program – The Commission shall formulate a gender sensitivity program within ninety (90) days from the effectivity of this Act to include but not limited to the establishment of equal opportunities for women in the PNP, the prevention of sexual harassment in the workplace, and the prohibition of discrimination on the basis of gender or sexual orientation.

07.

PURSUING A CAREER AS A WOMAN IN LAW ENFORCEMENT:

opportunities and challenges



7.1. REASONS WOMEN JOIN LAW ENFORCEMENT AGENCIES IN ASEAN

In this study, women from all countries expressed pride in their career choice to become law enforcement officers. Women's aspirations included personal and professional goals, such as to serve the community, their country or the cause of gender equality. For example, an ambitious junior officer in Cambodia said her career goals include seeking promotion to senior ranks. A mid-ranking officer



PHOTO: UN WOMEN/PLOY PHUTPHENG

from Cambodia described her drive to join the police as a contribution to the rights of women. She said, "...as the percentage of women in the police was very low, I wanted to join to promote women's rights". In Lao People's Democratic Republic, the police occupation was described as highly regarded and prestigious for both men and women. Respondents noted that women were encouraged to be part of

security institutions. A junior ranking female officer in the Philippines said, "I know it will seem cliché, but I joined the police to serve my country."

Across all countries, officers felt there was strong community support for female police officers. Some officers said there was limited community trust in police, and that more women in policing would help to build trust

and stronger relationships with communities in their respective countries. A high-ranking male officer in Cambodia said women were important in policing to "support and promote integrity, honesty and gender equality".

Attending to the needs of female victims was a driver to work as a police officer for one Cambodian officer as the following quote demonstrates:

CHANGES IN SOCIETAL-LEVEL ATTITUDES ABOUT WHAT WAS DEEMED APPROPRIATE WORK FOR MEN AND WOMEN ALSO CONTRIBUTED TO LAW ENFORCEMENT BEING A CAREER CHOICE FOR PROSPECTIVE FEMALE APPLICANTS

I used to see female victims of crime, and I was very touched by them. I wanted them to enter the police career to support these women because sometimes male police officers cannot stay close to women victims and I wanted to comfort them and to understand their situation.

Changes in societal-level attitudes about what was deemed appropriate work for men and women also contributed to law enforcement being a career choice for prospective female applicants as two officers describe:

In my time, women did not want to have any career or further education because they would get married and have a family. Now they believe they are equal with men and if men can do [a job] they can also do such a job (female officer, Lao People's Democratic Republic).

With time the thinking of people is changing, our country is trying to be in line with other countries. So our system transforms. It will be gradually improved, not overnight, but slowly, yes, we increase the role of women in law enforcement (high-ranking female officer, Myanmar).

Other common themes for occupational choice mentioned by female officers included that they wanted to follow in the footsteps of their parents – mostly fathers – who were in law enforcement, that they were attracted to wearing the police uniform, and that it was stable and secure long-term employment.

7.2. RECRUITMENT AND TRAINING

All law enforcement agencies in the region have allowed women to join police academies/training colleges for several decades now, with the exception of Thailand, which in 2018 announced women could no longer join the Royal Police Cadet Academy. In Singapore, the first female officers were recruited as part of the Special Constabulary (Active Unit) in 1949.⁹¹ In Indonesia, the first six women officers graduated from the Police Academy in 1951,⁹² and in Malaysia, seven women were selected for the post of inspector in 1955.⁹³

The criteria for recruitment for both male and female police officers are almost the same in most police academies with the exception of height and weight requirements, which are generally different, with a lower body mass and height criteria for women. In Brunei, for example, men must be not less than 1.7m in height, while women must be not less than 1.63m. For weight, men must not exceed 60kg, and women must not exceed 55kg. With the exception of the Philippines, participants mentioned that recruitment tests do not include a physical obstacle course or test as an entry requirement or use any other type of physical strength test as an admission criteria. Women and men train together for theoretical courses, and might have some separate physical training classes and instructors to accommodate religious requirements regarding male and female interactions and proximity.

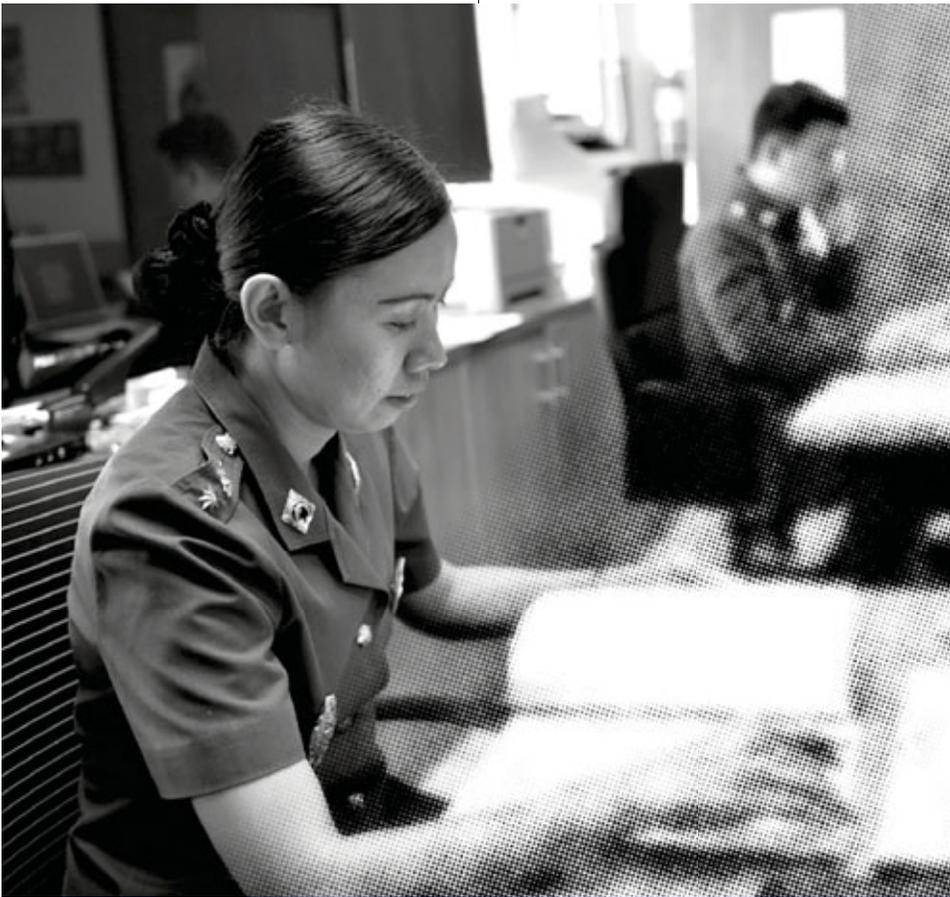


PHOTO: INTERPOL

Within ASEAN, there are a number of opportunities for inter-agency exchange and training at the recruit and in-service level. For example, although Brunei's Police Training Centre provides Basic Police Training,⁹⁴ some future senior officers travel to Singapore for joint training as part of their nations' close bilateral ties. Notably, the Royal Brunei Police Force recently announced the establishment of its own Police Academy to expand its capabilities in police education.⁹⁵

Other countries also use facilities and expertise from their neighbours to further train their officers. For example, Cambodia reportedly sends some new recruits yearly to be trained at the Police Academy in Viet Nam for five years. Due to the training duration, however, female officers mentioned that women recruits were not as interested in applying for these scholarships: "Very rarely female officers

want to go because it is very long and they don't want to spend so much time outside. They would be too long away from the family," said a female officer from Cambodia. Another prominent venue for training and capacity-building opportunities is the International Law Enforcement Academy of Bangkok, where many officers in the region have taken specialized training courses to develop their expertise in particular areas of policing work.

In addition to the police academies or colleges, recruitment for law enforcement agencies is also done via other sources. For example, in Singapore, some officers are recruited with a bachelor's degree from a civilian university after which they undergo nine months of training to become police officers. Others are recruited with a minimum of five credits at the General Certificate of Education Ordinary Level (GCE O Level) and undergo six

months of training. In other countries, in addition to recruits coming out of police academies, qualified experts with a civilian background are recruited to serve in specialized units such as environmental, white-collar crime or cybersecurity. This has in many cases contributed to boosting the numbers of women working in law enforcement. For example, although in Viet Nam there is a formal quota for women's access to the Police Academy, women can also be recruited through other channels. Therefore, the total percentage of women in the People's Police Force may be higher than the quota accepted into the Police Academy.⁹⁶ On average in Viet Nam, female applicants have to perform better than male applicants on the entrance examinations for police academies or training colleges in order to fit into the small percentage of positions available (usually around 10 per cent).⁹⁷ See also Table 2.

Table 2: Is there a target or quota for women officers?

Brunei	No formal target or quota. ⁹⁸
Cambodia	No overall formal target or quota. ⁹⁹ There is a recommendation for recruits to be at least 20 per cent female under the new framework for officers. ¹⁰⁰
Indonesia	Yearly revision of quota for women depending on the needs, usually less than 10 per cent. ¹⁰¹
Lao People's Democratic Republic	There is a target of 20 per cent minimum for female government employees, ¹⁰² and police are government employees
Malaysia	Yearly revision of quota for women depending on needs. ¹⁰³
Myanmar	25 per cent. ¹⁰⁴
The Philippines	<p>Republic Act. No. 8551. (1998)¹⁰⁵</p> <p>Section 58. Prioritization of Women for Recruitment – Within the next five (5) years, the PNP shall prioritize the recruitment and training of women who shall serve in the women's desk. Pursuant to this requirement, the PNP shall reserve ten percent (10%) of its annual recruitment, training, and education quota for women.</p> <p>Importantly, institutional practice goes beyond the 10 per cent legislated reserve for the recruitment of women. In recent years, this is often up to 20 per cent.¹⁰⁶</p>
Singapore	No
Thailand	<p>No.</p> <p>Women are currently not permitted to enroll in the four-year bachelor's degree at the Royal Police Cadet Academy. Women were first able to enroll in this course in 2009; however, 10 years later, the Cadet Academy was granted approval to only accept applicants who had completed the two-year training at the Pre-Cadet Academy of the Armed Forces.¹⁰⁷ Since the Pre-Cadet Academy is a male-only institution, women are effectively excluded from the Royal Police Cadet Academy. (See the section on recruitment and training for more details on women's entry pathways.)</p>
Viet Nam	<p>The Circular on Regulations on Admission to the People's Police 2016, Article 3, specifies two quotas for women at the point of recruitment:¹⁰⁸</p> <ul style="list-style-type: none"> • A 10 per cent maximum for women in professional police; and, • A 15 per cent maximum for women in political branches, engineering, logistics and foreign languages. <p>"Professional police" can be understood to mean types of police (or security) work that require a degree from the People's Police Academy (Hanoi or Ho Chi Minh City branch).¹⁰⁹</p>

In some cases, personnel recruited through postgraduate channels may not have the same opportunities as those coming from the traditional route of police academies and training colleges (where they exist). Hence, although they are working in specialist fields, they may not be considered for operational deployment and may have limited prospects for promotion over the long term.

GOOD PRACTICES

The recruitment of qualified personnel is an important first step towards a more gender-balanced police force.

Legislation and/or internal policies require women officers to deal with cases of sexual and gender-based violence, and to act as prison guards in women's prisons or as female bodyguards for high-ranking female government representatives. Such policies have created a space for women to access law enforcement careers. Combined with a change of attitudes in the population towards female police officers, women are showing interest in joining the profession. Therefore, competition for the quota places allocated for women is high as indicated by the interviewees. To address the growing interest of female candidates and the need to have more women personnel, several police forces have taken concrete steps.

According to participants in this study, the Philippines National Police conducted a survey to assess the level of interest in joining the police among women in the community. Positive survey results instigated a plan to raise the minimum quota for new female recruits to 20 per cent.

An officer from the Human Resources and Doctrine Development Department of the Philippines National Police stated, "There was a survey that there were more and more women applicants, so we had to consider these applications." In Indonesia, the National Police in 2013 and 2015 conducted a concerted campaign to recruit and deploy 7,000 and 5,000 women nationwide, respectively, as outlined by a high-ranking female officer:

In 2013, there was a mass recruitment of 7,000 women. Because of a lack of representation of police women over the country, the government decided to recruit more women. In 2013, the percentage of female police officers was only 3.5 per cent. The President at the time wanted to increase the number so now we have 5 per cent. The plan is to deploy women police officers all over Indonesia... In 2015 there were an additional 5,000 women recruited so that at least two women are deployed in each police station. The police station is the frontline of the police so this is why we needed to recruit more women.

Such recruitment drives and targeted initiatives can contribute to boosting the numerical strength of women officers. These initiatives are welcome as one-off affirmative actions to address the numerical gap and ensure enough trained female personnel are available to cover the needs of the institution. Over the medium to long term, however, they should inform the development of wider gendered institutional strategies for recruitment and training.

Another good practice in some countries is the application of standard admissions criteria for both men and women without any quotas for women. In theory, this should allow men and women to compete for entry at the Police Academy under the same conditions in a fair competition. Once their training commences, both men and women can apply themselves to developing their physical fitness and aptitude for assessment.

Continuous training is key to ensuring a professional police force with the knowledge and skills needed to address the various situations faced on the ground. Respect for human rights, including women's rights, is a key component of the work of any officer expected to be aware of and apply the highest international standards in this area. The interviews mentioned several encouraging practices and efforts by national authorities to ensure training is provided. Officers from the Philippines reported that efforts are being made to offer human rights and gender equality training to all police officers, and standardized training packages are being implemented:



Courses on human rights and gender equality are mandatory in all training and it is part of our internal policy to include these topics in any training course (Philippines National Police Training Services representative).

The issue is that now high-ranking [officers] haven't received the gender and human rights training. They started incorporating these topics in training only last year – standard training package, being implemented right now. Not all received [the training], only the young [officers] (female officer, the Philippines).

In Cambodia, according to the latest CEDAW report, Operational Standards and Codes of Conduct have been implemented for police officers regularly called on to provide emergency assistance to cases of gender-based violence.¹¹⁰ In addition, training on relevant laws has been incorporated into the curricula of the Royal Academy of National Police, Judicial Professionals and Royal Military Police. Members of the Judicial Police have received training on standard operating procedures for legal instruments related to trafficking in persons.¹¹¹

PHOTO: UN WOMEN/PLOY PHUTPHENG

CHALLENGES

A number of challenges were identified in discussions with female police officers and an analysis of the number of women in law enforcement in the region, as well as of their ranks and the areas in which they work.

Although women have been accepted into law enforcement careers for several decades now, the pace of progress, in terms of the number of women entering the profession, is slow. One of the most important reasons, as identified by women officers themselves, appears to be the use of the quota system. Gender quotas often appear to be used not as a temporary special measure but as a ceiling for regulating women's access to the profession. In many countries, as evidenced above, there is no shortage of women interested in a police career. But because of the existing quota systems in some countries, only a small number are accepted into police academies or colleges. The competition for the quota places is high, and only the best pass the test. For example, in Viet Nam, women police officers are highly qualified and among the best academic performers when joining the force. In Thailand, according to a high-ranking officer, there are 120 female applicants for each cadet position (compared to 70 per available place for men).

The use of quotas or targets is not just about increasing the number of women. Advocates of such an approach suggest that an increase will contribute to diversifying the types of women joining, raise attention to women's issues and change the gendered nature of the institution itself. These changes can occur in different areas, such as gendered policy prior-

ities and outputs, changes in the way business is done or changes in gendered power dynamics to increase women's influence.¹¹²

All countries and all sectors of organizations have challenges when it comes to the recruitment, hiring and retention of a diverse workforce. This is particularly true for police forces known for their reluctance to embrace meaningful reform on gender equality policies.¹¹³ Because law enforcement agencies fulfil a fundamental role in society, and many times police officers are the public face of government, addressing this challenge is particularly urgent. Some policing organizations are actively pursuing a more diverse workforce through targeted recruitment of specific groups and the removal of structural barriers to their promotion within the organization. Increasing women's participation in policing globally is a significant component of broader police reforms. By adopting proactive and intentional recruitment, hiring and retention strategies, law enforcement agencies can address barriers, drive reform and make progress in ensuring that their workforces better reflect and respond to the diverse communities they serve.¹¹⁴

In some countries in the region, female officers reported having to comply with additional special conditions when attempting to pursue a career in policing. These include, for example, undergoing virginity tests, or being unmarried at the time of application and/or during the study period or after graduation. These requirements appear to be grounded in perceptions of morality and views of women's roles in society. They are not about meeting set standards and competencies to be suitable for law enforcement occupations, and should be revised.

**CONTINUOUS
TRAINING
THROUGHOUT AN
OFFICER'S CAREER IS
AN IMPORTANT WAY
TO DEVELOP SKILLS,
BECOME FAMILIAR
WITH THE LATEST
DEVELOPMENTS
IN THE FIELD, BE
EXPOSED TO BEST
PRACTICES AND DE-
VELOP A NETWORK OF
CONTACTS**

The number of women joining law enforcement is also important to fulfilling national and potential international deployment commitments. As evidenced above, in many countries, women and girls who are victims of crimes or in conflict with the law can by law request to speak with a female officer. To deploy women in all provinces, at all duty stations and in all roles where they might be needed, the national police must have a sufficiently large pool of employees. If there are too few female officers, current serving officers may be overwhelmed. Governments or law enforcement institutions could review the extent to which they are able to meet their statutory obligations and responsibilities to female suspects and detainees or women in custody.

The United Nations Security Council resolutions on women, peace and security call for a better gender balance in the security sector and for an increase in the number of women peacekeepers. There is a strong push by the United Nations to ensure a better gender balance from countries contributing police peacekeeping troops. All countries in the ASEAN region, with the exception of Lao People's Democratic Republic, have some experience with peacekeeping.¹¹⁵ To deploy female



police peacekeepers, there must be a pool of women officers with adequate training to meet criteria for selection. Low numbers of women officers at the national level may constitute a serious barrier to international commitments to increasing the number of women peacekeepers.

Continuous training throughout an officer's career is an important way to develop skills, become familiar with the latest developments in the field, be exposed to best practices and develop a network of contacts. While such capacity-building opportunities cannot replace the essential skills developed while working "in the field", training is an added value for personal development and to a certain extent for career progression. Due to limited financial resources, many countries in the region depend on capacity-building opportunities provided by development partners. These opportunities are often limited to very few officers, they usually require solid English language proficiency, and in some cases they are conducted abroad.

Some conditions requested by training organizers make it impossible for women to join the courses. For example, according to government guidelines in Brunei, government officials



PHOTO: UN WOMEN/PLOY PHUTPHENG

are not permitted to travel alone, and unrelated men and women may not travel together.¹¹⁶ Two female officers from Brunei interviewed in this study reported that women must always work in pairs. This has implications for international training opportunities because a woman can only travel if accompanied by another woman. Therefore, where only one or two training places are available, women are often overlooked because they cannot travel with a male colleague.

In other countries, women officers reported having been overlooked for participation in training because of their limited English knowledge. Finally, since women still bear the primary responsibility for taking care of household duties and childcare, it is more difficult for them to be away from home or travel outside their home country for extended periods of time. The lack of specialized training and networking opportunities reinforces a spiral of capacity gaps for women officers. Development partners should consider such elements when organizing training and ensure the conditions necessary for the equal participation of men and women.

Training on human rights and gender equality did not appear to be provid-

ed systematically. With the exception of those from Indonesia and the Philippines, the officers interviewed reported that they had not attended such training initiatives. In some interviews, officers from a number of countries described training courses that included topics that may reflect human rights principles, but were components within the framework of other courses and capacity-building initiatives. Notwithstanding these practices, dedicated training at the entry level and throughout an officer's career would be beneficial. Law enforcement agents should provide for the protection of all human rights, and to this end, they must be familiar with and enforce at all times the highest human rights standards.

While police have a role in responding to people suffering mental ill health in the community, the mental health of police officers has received less attention until relatively recently. This has been, in part, attributed to a lack of health-seeking behaviour within the culture of a male-dominated profession.¹¹⁷ During the consultation with the Philippines National Police in the Bangsamoro Autonomous Region of Muslim Mindanao, group discussions highlighted the importance of mental health training that could benefit

both officers and victims. One female officer summarized the points made by her colleagues as follows:

We should have psychosocial training for women handling cases of violence against women. When we go home, we can sometimes feel stressed because we take on the concerns of the victims. If we learn about well-being, it will be good for us but also we can pass that on to the victims who we see.

The female officers who participated in the consultation in the Philippines were often working within Women's and Children's Protection Desks. Psychosocial and mental health training, however, would benefit both women and men working across a range of frontline and investigative functions.

7.3. DEPLOYMENT

The 184 women officers who participated in this study were deployed to a variety of specializations, from close personal protection and body-guard teams, to the investigation of crimes committed against women and children or environmental crimes, to administrative positions in human resources or financial departments and units, and further on to public relations, policy and legal affairs. Most officers were working in office-based or administrative positions, however, with few having field experience, participating in operations or working in areas considered "core" policing such as crime control. Nonetheless, there were many examples provided where women police made important contributions to the policing mission when they were deployed more widely.

**NOT ONLY ARE
WOMEN OFFICERS
MORE PRESENT IN
FORCES OVERALL,
THEY ARE ALSO
MAKING THEIR
PRESENCE FELT IN
OPERATIONAL ROLES**



Many female and male officers in police forces for over 20 or 30 years testified to the numerous changes in past decades. If three decades ago a woman officer was a rare sight, nowadays, this is becoming more common. Not only are women officers more present in forces overall, they are also making their presence felt in operational roles, and are being given opportunities to perform traditional “male jobs” such as working undercover or as investigations officers:

In the operational unit, I am the only woman in my team. Of course, it's a burden. Sometimes they think that women can do this and cannot do that. And sometimes they think of the security [of their female colleagues as a burden]. I am a trained hostage negotiator. I work with kidnappings and other things (female officer, the Philippines).

If we have to work on the sexual crimes – sex workers – female officers can help a lot with investigations. Some female police officers work undercover in brothels for up to six months (female officer, Viet Nam).

Following successful recruit training, police officers are deployed to various units and departments in their respective countries. The first appointment is significant for officers because some agencies deploy all officers to frontline duties to gain experience as a frontline generalist officer, while others encourage specializations in recruit training and deployment. This step is particularly important for women because if they are assigned an administrative function, it can be difficult to diversify later on in their career. While some women prefer such a role to balance family

responsibilities, it can be challenging for women who want to pursue operational functions who are then perceived as being outside their gender norm.

In many countries, such as the Philippines, active support from the highest management levels appears to be a significant factor contributing to a wider range of deployments for women. See Box 4. For example, Metro Manila police chief Brigadier General Debold Sinas reportedly said:

Fifteen to 20 per cent of our strength are women. Why not utilize them in the operational aspect? Why relegate them to administrative [tasks] when they could do their job in operation, competing with their male counterparts? And I know they could do it.¹¹⁸



PHOTO: UN WOMEN/PLOY PHUTPHENG

Box 4:
**Case study of the first all-women
 police station in Maria, Siquijor,
 Philippines¹¹⁹**

In July 2019, Maria Police Station, located on the island province of Siquijor, was designated as the first all-women police station of the Philippine National Police. Siquijor is a relatively peaceful island in the Central Visayas region of the Philippines. It is a popular tourist destination. The all-women pilot programme was launched to promote women's empowerment, and as an opportunity for women to enhance their tactical and operational skills. In this way, the initiative differs from "women's police stations" or "women's desks" where the focus is on deploying female officers to improve responses for women and children, and to sexual and gender-based crimes.¹²⁰

Women comprise 31 per cent of officers in Siquijor province, or 82 of 266.¹²¹ Twenty-eight female officers work at Maria Police Station, which is one of six police stations on the island serving a total population of 95,000.¹²²

Since the inception of the all-women staffing concept, Maria Police Station has ranked first among the six district stations on a number of key performance measures.¹²³ Specifically, it made the highest number of arrests in the categories of illegal fishing, illegal gambling and illegal logging.¹²⁴ The Provincial Police Chief commended the all-women station for enforcing road safety laws more strictly than the mixed-gender stations with a majority of men, for example, through issuing fines to motorbike riders for not wearing a helmet.

The female chief of police leading the all-women station said the concept had proven that women are equally capable as men at completing operational tasks, and that it "strongly advances women's empowerment".¹²⁵

Notwithstanding the achievements of the female officers, the police chief described some of the challenges of the all-women station concept. These included:

- Most officers were married with children, and found it difficult to fulfil their home and childcare responsibilities when there was limited flexibility in the operational roster, compared to their former positions, which were largely office-based administration roles.
- Due to differences in physical strength between men and women, where possible, patrol officers would be deployed as three or four officers, compared to two officers if a male officer was present.
- There was a lack of awareness-raising and consultation with the community prior to the establishment of the all-women station. As a result, some community members were shocked and concerned that the women might not be able to meet their safety needs.

In a focus group discussion, female front-line officers expressed pride in being part of the first all-women police station in the Philippines. Several women said they were proud of their new "skill sets" and being "very versatile" and "hybrid police" because "we can do anything". Three of 10 officers were excited by the challenge of operational work and wanted more op-

opportunities to work outside the station and do “beat patrol”. Nonetheless, in addition to echoing the concerns of the Chief of Police as above, the women raised a number of other concerns, as follows:

- The women said they were compulsorily assigned to the station after receiving a one-month notice to transfer. Although most women already worked at a station on the island, in some cases, the transfer added significant travel time for commuting, which was unexpected.
- The women were concerned about the lack of community consultation in the lead-up to establishing the all-women station. Some said they received negative community feedback (including being insulted and verbally abused in public spaces by male community members) about their roles. They felt there was a missed opportunity to build trust and establish legitimacy for the concept with the local community. Negative comments from the community also affected their confidence.
- The women received training in and testing on defensive tactics and skills before being deployed at the Maria station; however, they felt more preparation would be beneficial, including on: firearms training, more intensive defensive tactics training, investigations training and driving experience.
- Most women had a licence to drive a motorbike; however, only four women in the focus group held a licence to drive a car. This placed a heavy reliance on women with the latter to drive the police cars. There was no

institutional support for car driver training or obtaining a licence.

- The women reported occasions where they felt their lack of physical strength was a barrier to performing their duties effectively. For example, there were incidents where male suspects had evaded them because the women were not physically strong enough to detain or catch them. Furthermore, they reported an incident where they could not lift a heavy male victim of a traffic accident. While these incidents seemed rare, they were presented as a significant concern for the female officers.

An unintended consequence of the all-women station may be that it has resulted in higher numbers of women living with difficult economic circumstances being arrested for illegal gambling than when men were dominant at the station. In the focus group, one female officer said she felt sorry for the arrested women because they were poor and committed crimes because they had children to feed. Although Maria Police Station was ranked first for the number of illegal gambling arrests, it may be to the disadvantage of vulnerable women living in poverty who may be more easily investigated by female officers. In this case, police performance indicators could be revised so they do not incentivize police responses that may further entrench disadvantage.

The all-women police station has demonstrated that women can perform all operational tasks; however, all female officers in the focus group stated a preference for working in a mixed-gender station. When asked what their preferred gender mix would

be, some replied that 60 per cent male and 40 per cent female would be a good ratio.

The Maria Police Station has the same number of personnel as when it was a mixed-gender (majority male) station. During the focus group discussion, the officers said there was a need to increase the number of officers above the standard officer-to-population ratio determined at the national level. Given women are more likely to be responsible for a greater share of home and caring responsibilities, as well as the preference for patrols to comprise three to four officers to address safety concerns, an all-women station is likely to require a higher number of officers to ensure women are not disadvantaged and be for safety reasons. Mixed teams might be more effective and efficient in addressing these issues and mitigating other challenges that single-sex teams or units might have. The valuable insights provided by female officers from Maria Police Station contribute important lessons for pursuing women’s empowerment and gender equality in law enforcement agencies.

*A more detailed assessment from UN Women and UNODC will be prepared in a forthcoming report.

**IN ASEAN, IMPROVING
RESPONSES TO
SEXUAL AND GENDER-
BASED VIOLENCE AND
CRIMES WAS A MAJOR
DRIVER FOR SOME
POLICE SERVICES TO
OPEN THEIR RANKS
TO WOMEN AND
DEPLOY THEM FOR
OPERATIONAL DUTIES**

GOOD PRACTICES

The deployment of women across a range of functions in law enforcement has benefits for communities and institutions, such as improving responses to crimes against women and children; developing a more diverse, representative and inclusive law enforcement service; building trust with the community; improving operational effectiveness by leveraging all skills and competencies to tackle new security threats; and reducing police violence. This section describes some of the benefits of deploying women by documenting officer views and experiences.

Improved responses to sexual and gender-based violence and crimes

In ASEAN, improving responses to sexual and gender-based violence and crimes was a major driver for some police services to open their ranks to women and deploy them for operational duties. This is exemplified by the following comment:

Before we had female police officers we had an association of spouses of men police officers. They were empowered to do investigation when the victims were female. That is one of the reasons for which they wanted to have female police officers. In today's world, we have various types of crimes where women are not only victims but also perpetrators so this is why we need women police officers (female officer, Indonesia).

All countries in the region have acknowledged, such as through legislation and/or standard operating

procedures, the need to have women officers dealing with women and children who are victims or in conflict with the law. As an example, a number of sections in the Criminal Procedure Code in Thailand detail statutory requirements for the deployment of female officers. These are summarized in Box 5. The extent to which these requirements are met in practice is unclear.

**BOX 5:
Statutory requirements under
the Criminal Procedure Code,
Thailand¹²⁶**

Section 85

Outlines the statutory requirement for same-sex person searches, particularly when it is a woman

Section 132

The collection of evidence and bodily specimens in inquiries where women are victims of crime or accused persons must be conducted by a female officer under the law

Section 133

Specifically, in cases of sexual offences, female victims must have their statement taken by a police woman, unless consent is given for alternative arrangements

Male and female police officers across the ASEAN region said women police are perceived as having an important function in responding to crimes committed against women and children, as the following quotes from both male and female officers demonstrate:

We are 110,000,000 and 50 per cent of Filipinos are women. It is really necessary to have women in the police force to serve all those women, 60 million women. By law, the female victims should be handled by women officers. That's why there's now women's desk in all police stations nationwide to handle cases related to women and children. We policewomen are serving the 60 million women (high-ranking female officer, the Philippines).

...most often men are investigators [for crimes of rape and domestic violence]; however, often men don't have enough empathy and they are too focused on getting the information. It is better for the victims if women are doing the investigation (high-ranking female officer, Thailand).

Female police officers can do their tasks very effectively, for example, in interviewing female suspects, or female victims and children. They are very gentle and can adapt to any situation (high-ranking male officer, Cambodia).

There are cases of child abuse and sexual violence where victims trust women more. They talk to me, and then we can find a solution. I had a case one day of a girl who was only 5 years old; it was a rape case. She was indigenous, and she could not speak Burmese well. It was very hard to find the perpetrator. She was scared of strangers and did not want to speak with anyone. I met her several times, and I built a relationship with her and gained her trust. At the end she could point to the person who did the crime (female officer, Myanmar).



PHOTO: INTERPOL

WHEN WOMEN ARE ENGAGED, FOR EXAMPLE, IN TRAFFIC CONTROL, PEOPLE THAT ARE STOPPED ARE LESS VIOLENT, WHILE MEN POLICE OFFICERS ARE PERCEIVED TO BE MORE AGGRESSIVE AND STRONG (HIGH-RANKING MALE POLICE OFFICER, CAMBODIA)



UN WOMEN-UNODC/PLOY PHUTPHENG

Improved operational effectiveness

Operational effectiveness refers to a range of methods and approaches that help the police to achieve their aims, including improved relationships with the public and public perceptions of police conduct, effective resolution of critical incidents and intelligence gathering, among others.

During interviews, female officers reported they were less aggressive than their male colleagues or at least perceived to be so by the public. Subsequently, female officers are perceived by the community as easier to engage with. This perception was also reiterated by a male officer, as follows:

When women are engaged, for example, in traffic control, people that are stopped are less violent, while men police officers are perceived to be more aggressive and strong (high-ranking male police officer, Cambodia).

Officers gave several concrete examples of how their gender contributed to improving operational effectiveness. Two comments demonstrate this point:

For investigations, we need women officers. It is easier for female officers to access the suspect and get information from them. It is easier for suspects to share with a female than a male (female officer, Viet Nam).

My experience happened in the north of the country. It was a drug case and my colleagues had a difficult time locating the drug trafficker. We had information that his uncle knew about his whereabouts but my male colleagues did not manage to get any information from him. I pretended to be his girlfriend, and I called his uncle asking that I would like to send something to him, so he gave me the address where the person was hiding and we could capture him. He was sentenced to prison time. His uncle trusted me and told me the address, I don't think he realized I could be a police officer (female officer, Myanmar).

Deploying women police in efforts to combat insurgencies and count-

er-terrorism can be more effective than military responses due to their presence in and contact with local communities. Women police can operate in closer proximity than men to some community groups, which can enable them to gather intelligence and work with citizens to counter militant groups. This has particular relevance in some localities in ASEAN, where police forces must improve their capability to engage with the population they are mandated to protect. A Filipino officer expressed confidence in her competence in this area and describes her experience:

Since 2010...I have had an interest in insurgency. I love working on the ground and helping women and children, abused women and children, crimes against vulnerable communities during the firefights between the police and the communist groups. That's how I started my interest in insurgency...I was able to organize groups of women and children, and [Catholic and Muslim] religious groups and [non-government organizations]. I actually told myself that I would be retiring in this department, in Police Community Relations, because I really loved the job. But then fate brought me to another position. I was actually assigned to the women and children protection centre working with all kinds of abuses, not only insurgency-related but also including domestic violence. I was then an investigator there for about three years. And I realized that I also liked this job, I realized that I could be a good investigator, it was a fulfilling job for me.

Female police officers can perform critical duties that may be difficult

for men for cultural and legal reasons, such as searching women at security checkpoints, searching for weapons by entering homes and talking to women, and searching and interrogating women. The Law on Criminal Procedure 2012 of Lao People's Democratic Republic stipulates that searches of persons must be done by a person of the same "gender" and in closed premises (Article 24). A female officer from Lao People's Democratic Republic said the legal requirement to have women search women placed pressure on the few officers available, and that this necessitated the recruitment of more women:

Especially in investigations, it is very sensitive, and it requires women to be in contact with the suspects. In investigations as well, we need police women to conduct body searches of women suspects. There are very few women, and we are overloaded. We have a plan to expand the number of female officers (female officer, Lao People's Democratic Republic).

Finally, it was typical across all countries for both female and male officers to describe women as meticulous, thorough, patient and careful, making them more suitable than men to perform office-based tasks that require focus, concentration and attention to detail. While these may reflect gender stereotypes of female characteristics, ironically, these characteristics could also justify women's suitability for operational roles that affect human rights, such as ensuring lawful arrest or detention, legally justified searches of people or premises, lawful interrogations and prosecutions, and protecting the rights of victims of crime. These law enforcement functions arguably demand significant attention to detail. Indeed, a high-ranking female officer from the Philippines asserted:

INCREASED DIVERSITY WITHIN LAW ENFORCEMENT AGENCIES CONTRIBUTES TO BUILDING TRUST WITH COMMUNITIES

I proved that women can excel in intelligence. Women are good at intelligence gathering. In the community we excel at investigations. Women work in detail and we work very patiently. These are the qualities of a good investigator.

Building community trust

Police are responsible for the maintenance of public order, protection of people, and enforcement of the law. They must therefore understand and be able to address a range of security threats facing the communities they serve, recognizing that men and women are affected by violence and discrimination in different ways. Members of the public, including victims and witnesses of crime, may not approach or engage with law enforcement if they do not perceive such authorities to be responsive to their experiences and concerns, as one female officer from Cambodia explained:

The role of women in the community is to bring peace and security and it is important to have them in the police. Female police stay close to the community and when they are in the street women feel more confident to speak with the police officers.

Increased diversity within law enforcement agencies contributes to building trust with communities. This trust is essential to defusing tension, solving crimes and creating a system in which residents view law enforcement as fair and just. This trust and the cooperation it facilitates enables officers to more effectively and safely

perform their duties. This sentiment was reflected in a number of interviews with officers. For example, a high-ranking female officer from the Philippines said, “We know how to deal with the members of the community, we have the voice and we are patient talking to the community.” Another female officer in the Philippines referred to women’s effectiveness in countering violent extremism as follows:

Police women officers are more effective, like now we have problems with extremism, radicalization and insurgents in schools. Community policing, women are more effective, because they can win the hearts of the students.

When members of the public believe their law enforcement organizations represent them, understand them and respond to them, and when communities perceive authorities as fair, legitimate, and accountable, it enhances trust in law enforcement, instils public confidence in government and supports democracy.¹²⁷

Reducing police violence and de-escalating tense situations

In general, women possess less physical strength than their male colleagues. This has resulted in a perception that women are less suitable to be police officers or at least less suitable to work in operational roles or on the streets because this would be dangerous for their physical integrity. Academic research, however, suggests that it is this “weakness” that might be one of the added values women can bring to policing work.¹²⁸ Women police officers are less reliant on their physical strength and have been found to use less force, are better at

de-escalating tensions, and are better at defusing potentially violent confrontations before they turn deadly. In a study conducted in the United States, male officers were found to be over eight and a half times more likely than their female counterparts to have an allegation of excessive force sustained against them, and two to three times more likely to have a citizen name them in a complaint of excessive force.¹²⁹ The perceptions and experiences shared by male and female officers during our interviews in ASEAN reflected these international findings, for example:

Female officers have better communication skills, they tend to resolve situations peacefully. When there's a violence case, men officers tend to resolve the situation using aggressive means, and women don't do that (female officer, the Philippines).

We are indispensable because we work with the community. Women tend to be more effective compared to male counterparts, especially in conflict situations. Men tend to use strength and to solve situations using force. Women are gentler and they calm down potential violent escalations (high-ranking female officer, Cambodia).

In summary, the benefits of deploying women across law enforcement are multifold. They include the improved provision of security services to the population, particularly in tackling the security challenges faced by women and children; increased operational effectiveness; closer engagement with communities and less use of excessive force.



PHOTO: UN WOMEN/PLOY PHUTPHENG

**MANAGERS MAY
ASSUME WOMEN
DO NOT WANT TO
BE ASSIGNED TO
OPERATIONAL ROLES,
AND WOMEN MAY
LOSE CONFIDENCE IN
THEIR ABILITIES EVEN
THOUGH THEY WOULD
LIKE TO PURSUE
OPERATIONAL ROLES**

CHALLENGES

Despite investments in recruiting and training female personnel, women face challenges to their full and effective integration in law enforcement as reflected in the limited nature of their deployments. A majority of women appear to be working in administrative positions, including when working in operational departments (for example, they could be in charge of financial or human resources issues in the human trafficking department).

There are no figures available as to how much it costs to train a police officer for an average of four years in a police academy in South-east Asia. It is also difficult to make precise estimates. It is known that police training can be costly, however. For example, figures made available with the support of the police in the Republic of Korea estimate that it costs around USD 83,000 to train a police officer in the academy for four years, USD 20,500 for one year and USD 13,600 for eight months.¹³⁰ These costs are significant when government spending is under ongoing pressure to deliver public services with value for money. Training police and not utilizing their full potential is a waste of resources, yet too few women who have gone through the police training academy are making this investment count. They are not assigned to operational roles but instead to administrative and secretariat jobs that could be performed by civilian employees. These employees could be recruited through different pathways, and women and men who have completed law enforcement training assigned to duties that require the authority and training of a sworn officer.

In some cases, the limited nature of deployments for women officers is due to women's own choice for office work with a more predictable and fixed schedule. Many women officers in this study felt compelled to take care of their families, in particular if they had young children. They were expected to do so by their families and society. This was also the case when both spouses worked in the law enforcement field. Women felt they needed to support their husband's career and step back to assume more family-related duties:

Sometimes, if the policewoman marries someone from the police with an important position in the police then she mostly resigns because she will be busy as "the wife" [wife of regional police chief] (female officer, Indonesia).

Furthermore, when asked if they would be interested to be in operational roles, all young female officers in a focus group discussion said they preferred an administrative job, a position that does not require them to be out on the street or deployed to the field:

The majority of women are comfort oriented. We like to work in an air-conditioned room, not being exposed to the sun. And yet we expect to get promoted over our male counterpart. I am [in favour of women's advancement], but I recognize our defects. We always invoke our rights, but it also entails responsibilities. I'm quite demanding of women – for myself and other women. I'm not really popular (female officer, the Philippines).

These attitudes further contribute to creating an unfortunate cycle of assumptions and expectations. Managers may assume women do not want to be assigned to operational roles, and women may lose confidence in their abilities even though they would like to pursue operational roles. “I have heard some stories that a male manager may say you should stay in the office and not go to the operation, when the female officer really wanted to go, but in the perspective of the male manager, he assumed that the female officer wanted to stay in the office” (female officer, Viet Nam).

Gender bias can be seen, for example, in the way staff are assigned responsibilities by their managers, which can contribute to women being overly represented in administrative and support positions. Interviewees described the impact of managerial decisions that assign women to administrative roles as limiting their opportunities, for example:

They wanted to go do the investigation work and the field work but they were not given the opportunity. They would like to do it but too much administrative work and they are not given the opportunity to do field work in this case. The field work depends on your supervisor, if he decides to assign you to traffic work, for example, then you can get experience and also maybe stand a chance to be promoted (female officer, Cambodia).

What I have experienced in terms of bias, when doing administrative work, [is] most chiefs prefer women to do admin.

As a new officer, I wanted to work in the field, but I was assigned as an admin [officer], and men were assigned to do operational work. As a new police officer you can't challenge this and can't say no. I think in most units I have been to, they [managers] prefer women to do administrative work (female officer, the Philippines).

Managers need to be particularly attentive to their own biases and not make assumptions about what women officers want. Specifically, managers have a key role to empower and encourage women officers, and deploy them to areas of work that are traditionally seen as male, or offer training opportunities even though they may require international travel or extended periods away from home. In order to counter or disrupt the cycle of male paternalism and women's lack of confidence, gender-targeted policies and gender-sensitive training to raise awareness of these unconscious biases could help both men and women navigate these situations.

The role of institutional rules and regulations, good practices and strong management is crucial in expanding women's deployment opportunities. Institutional rules and regulations could be reviewed to ensure all officers are deployed to operational or investigative law enforcement duties regularly throughout their career (or at least part of their career). Standard operating procedures for unit managers could also ensure regular deployment rotations for staff. Such practices could normalize deployments for all officers and potentially impact the motivation of officers and the type of professionals who join a law enforcement career.

A good gender balance is a prerequisite for women to attain management positions and make a contribution to decision-making processes. Gender balance in the security sector is also one of the recommendations of United Nations Security Council resolution 1325 and a target of the Sustainable Development Goals, to which all countries in the region have committed.

7.4. PROMOTION AND WOMEN IN LEADERSHIP

During the research, 31 women managers were interviewed, with an average age of 41 to 55 years old, and almost all with 26-plus years of experience in law enforcement. There was almost an equal balance between single and married female officers, with almost all holding a tertiary qualification (bachelor's degree and higher education). All of the women managers emphasized the personal sacrifices they had to make, and the family and institutional support needed to reach management posi-

tions. Women discussed strategies and factors that contribute to career development and advancement, and the challenges women face to reach these positions. Their views and experiences inform the findings below.

In the traditionally male-dominated setting of law enforcement, women in high-ranking positions are exceptional in many ways. They are highly qualified professionals and experts in their respective fields of work; they have managed to strike a certain family-work balance; and in many cases they have made significant personal sacrifices to achieve their status, as recounted by several officers:



EVEN WHEN WOMEN ARE IN LEADERSHIP POSITIONS, THEY ARE OFTEN IN POSITIONS CONSIDERED LESS “PRESTIGIOUS” AND/OR LESS OPERATIONAL FROM A TRADITIONAL POLICING PERSPECTIVE



PHOTO: INTERPOL

I also have [female] friends [who are] supervisors, who are investigators in different provinces, promoted to leadership positions, they need to sacrifice many things, such as their families. Some have been relying on colleagues and family support. It's one of the reasons why we have less women supervisors (female officer, Thailand).

Since I joined the police I always took operational assignments.... When I reached mid-rank officer, I was head of CID in the police district office, which requires time and energy. Even then I was still able to balance family and work. This was the case until I was assigned resort police chief, which also requires time and energy. I was away from my family, and my kids would come to visit me... every weekend or every second weekend. Even now I have to go home late. I cannot go home at 3 pm like other parents. This is why I talk a lot and explain to my children why I cannot be there that early and until now this is working well (high-ranking female officer, Indonesia).

Although we were not able to obtain exact figures, from the interviews we gained information on the number and positions of the highest-ranking women in all police agencies at the time data were collected. In Viet Nam, the highest-ranking woman officer is a lieutenant general. In Myanmar and Lao People’s Democratic Republic, she is a colonel, and in Brunei, a senior superintendent. In the Philippines, the highest-ranking woman is a brigadier general. In Thailand, she is a commissioner, in Malaysia, a deputy commis-

sioner, in Indonesia a police inspector general, in Cambodia, a general deputy commissioner general and in Singapore, a deputy commissioner (investigation and intelligence).

The available data indicate that larger numbers of women are slowly making their way into middle-management positions in some countries. For example, women occupy 12 per cent of middle management positions in Indonesia¹⁵¹ and 16 per cent in Brunei.¹⁵² Notwithstanding some positive steps, the number of women in leadership positions in the region overall appears to be very low. This is a somewhat predictable consequence given that the average participation of women in law enforcement across all ranks is low, and their numbers decrease the higher the rank.

Another important point is that even when women are in leadership positions, they are often in positions considered less “prestigious” and/or less operational from a traditional policing perspective. They are often placed in management positions related to human resources, administration, communication, policymaking, legal affairs or sometimes family protection and juvenile units. Few are assigned to lead “core” policing areas such as criminal investigations, or to serve as chiefs of police stations or heads of special operations teams.

Female leaders are important because they can challenge gender stereotypes and contribute to redefining the roles women can fulfil in societies. They can, subsequently, send strong signals about women’s professional capabilities. They can be an inspiration for younger generations by showcasing that it is possible to build a career and act as mentors for younger officers, helping them navigate the orga-

nization. Younger women police officers reported they felt inspired and motivated by their female leaders. For example, a junior officer from Cambodia said, “Women leaders can be a role model, they can be a motivation and inspire other women. Our deputy director general is one role model.”

Women leaders also described feeling a responsibility to support and inspire younger generations, for instance, as a female officer in Indonesia noted, “Myself, I promote my junior who is capable in that field, because this is my duty as the mentor. I am a role model and I must promote my junior, this is how I think and act.” Women leaders can also be an inspiration and role model for young women in the force or community who may be contemplating a career in law enforcement. A female high-ranking officer from Singapore shared: “You need to make junior officers see that women can perform the job. It’s all [about] inspiration...I think having women in top management positions inspires and provides hope that it’s possible and you can also achieve that. Have aspiration.”

Women leaders are expected by their fellow female officers to support and represent other women in the police force, and bring women’s voices and interests to the table, influencing both institutional processes, policies and cultures, and wider security sector reform discussions

that Women in leadership positions are expected and in many cases they bring into the discussions women’s specific concerns or their views and perspectives regarding the issues discussed. Women in leadership can contribute to the development of more gender-friendly environments. Several officers expressed this during our interviews:

Women leaders would better understand the situation of female police officers and the hardships of women police officers. The female leaders would share the sentiments of the other female subordinates’ female officers. They would understand better the needs of female police officers. For example, if women have limited knowledge they will be sent for training. They would give women more opportunities to do field work and narrow the gap between women and men police officers (female officer, Cambodia).

I think that if there’s a female boss, there will be more benefits for the female police officers. When I gave birth to my child, my male supervisors didn’t care about me. Someone from high up, another senior woman, asked them to give me more leave for child care (female officer, Viet Nam).

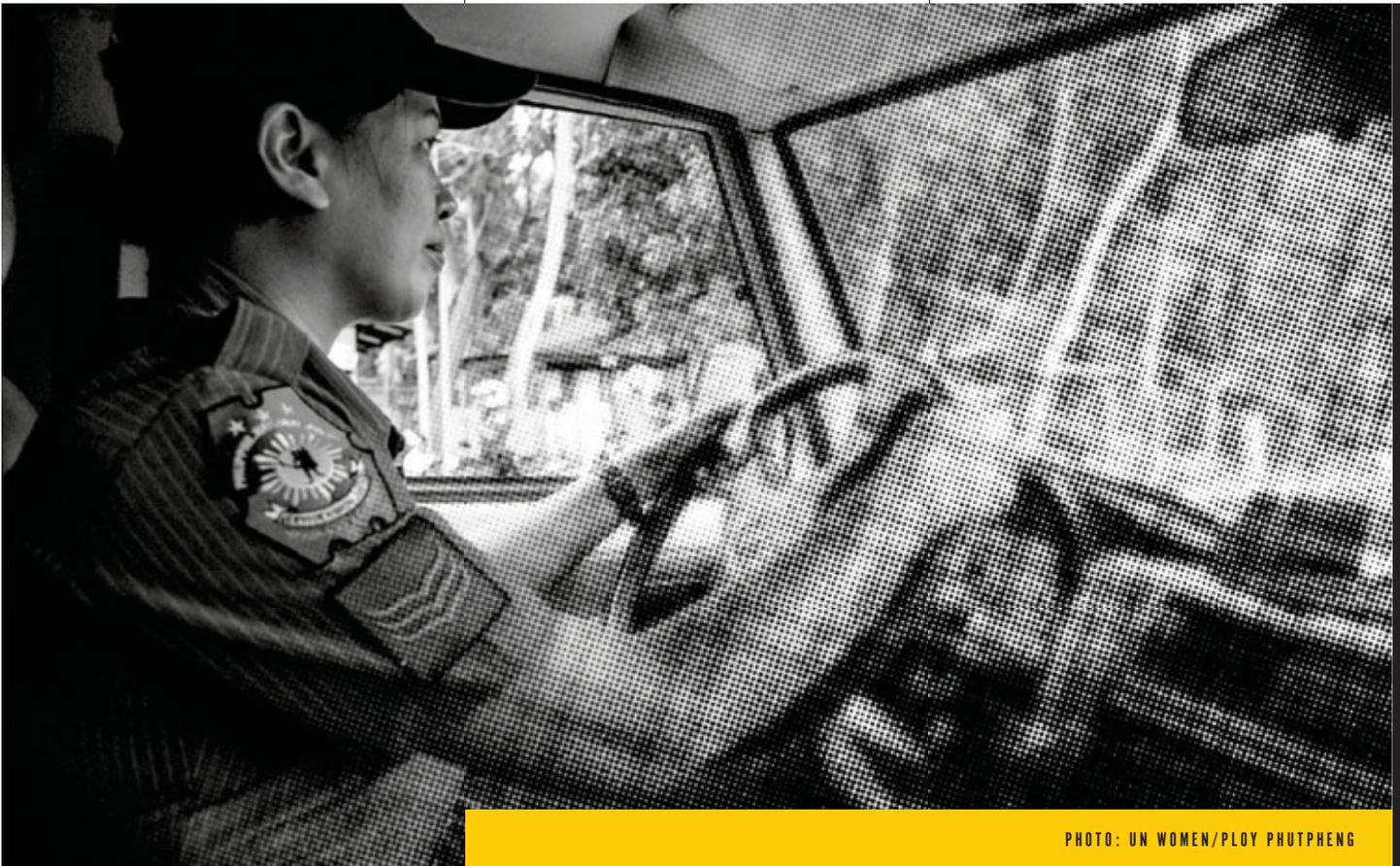


PHOTO: UN WOMEN/PLOY PHUTPHENG

While in the field I also tried to make sure my female staff get experience in operational roles, not only in administrative work (female high-ranking officer, Indonesia).

In Cambodia, female officers expressed some optimism that increasingly, women would be able to access leadership positions in the future. This was often based on the view that women's general level of education in the community had increased, and therefore, incoming generations of female officers would have better chances to be considered for promotion. In contrast, female officers in Thailand were quite pessimistic about current and future access to promotions and leadership roles, given that women could no longer train for four years at the Royal Police Cadet Academy, which was important for accessing networks for career support.

GOOD PRACTICES

To facilitate the advancement of women at work, temporary special measures such as gender quotas or targets can have positive results. These approaches can be an interim measure to “break the glass ceiling” or overcome barriers faced by women. In this study, female officers from Cambodia described a strong institutional push for the appointment of women in leadership positions. They outlined how this approach has resulted in an increase in the number of women promoted to higher-ranking positions, particularly as deputy heads of units and departments. The Philippines National Police has also instituted policies to eliminate discrimination against women (Box 6), particularly at the management level, which requires women's representation “on any committee formed by the PNP”.¹³³

BOX 6: Philippines National Police Human Resource Doctrine and Development Manual 2014¹³⁴

4.16.c. Elimination of Discrimination Against Women in the PNP

Provide opportunity for women representation in any committees formed by the PNP, including their participation as agency representatives at international level. Depending on the number of committee members, to include the level of work, rank requirements, and nature of committee undertakings, one-third (1/3) of committee representation must be composed of women. Otherwise, every committee representation must be composed of women. Otherwise, every committee formed in the PNP must have at least two women to sit as regular members.

MALE AND FEMALE LEADERS WHO ADVOCATE ON BEHALF OF AND SUPPORT WOMEN CAN HAVE A SIGNIFICANT POSITIVE IMPACT

Temporary special measures such as gender quotas or targets are currently used in most ASEAN Member States. For these to be most effective, however, there must be strong leadership at the management level, and a long-term strategy to develop a pool of qualified female personnel. Where women have not had the same training and experiences as male officers, the appointment of women to senior positions might give the appearance that women are represented among higher ranks, although their remit may be limited to a narrow range of tasks, for example, clerical work for a male executive. This scenario can have negative repercussions. If women are not supported to gain the necessary skills to perform their roles effectively, they are left vulnerable to criticism by their peers.

Many senior women officers confirm they could not have been promoted without active support from their managers. Male and female leaders who advocate on behalf of and support women can have a significant positive impact:

The chief of the National Police gave many opportunities to women police officers to work in administration and operational roles. Now we have three female generals. It is not easy as the selection is very difficult for this rank (female officer, Indonesia).

We need to break the glass ceiling. I think it's more in being responsive. You need to contribute as a senior male officer in the career of women, help women get promoted. Without their support we are nothing. We are only 20,000,

and they are 200,000. The senior management, they are the ones who decide who to promote, and where to place you. The top positions are all male. The support needs to come from them (high-ranking female officer, the Philippines).

Mentoring has often been associated with career advancement. The importance of mentors cannot be overemphasized. Having someone to advocate on your behalf, to help identify effective problem-solving strategies, to discuss career obstacles and assist in identifying strategies of success are all crucial elements in building one's career.¹³⁵ In Indonesia, female officers reported the existence of an institutional programme for women's empowerment established under the human resources department. Similarly, in Singapore, interviewees reported that a leadership mentoring programme is in place for identified male and female officers. The programme aims to develop young, future leaders of the organization through sharing experiences and knowledge transfer from experienced leaders. It is managed by the Manpower Department.

We have a leadership mentoring program for everyone. It's almost like forced mentoring.... The leadership group, like myself, we are mentors to the younger officers. Manpower [Department] is running this program. It involves one-to-one mentoring, reflection, coaching, sharing of experience. The mentee is free to discuss issues and seek advice, once a month usually (high-ranking female officer, Singapore).

Such initiatives can help women officers better navigate their policing career, seek advice about life-work balance challenges, and contribute to ensuring there is a steady pipeline of potential female leaders.

CHALLENGES

Women managers also recognize challenges that hinder their career advancement. Most of the managers interviewed mentioned that challenges for women managers include lack of operational experience, less developed networks, bias in favour of male colleagues, lack of support from family or spouses to combine work and family commitments, and societal expectations about their roles and responsibilities. These challenges are common to police forces in other regions as well.

In most ASEAN countries, one of the obstacles to having more women in management positions appears to be women officers' career path, given that the majority work in staff/administrative positions. The pipeline of women potentially suitable for management positions is low due to their lack of experience in operational policing capabilities. In some cases, women have pursued careers in specialist fields, for example, forensics or close personal protection/bodyguard units, because they felt it was the only way to advance their career to attain senior ranks and leadership roles. While this is a legitimate career path, this specialist approach can mean these officers have a narrow skill set and lack expertise in other generalist and operational policing areas, which means they may not be considered suitable for management positions in other departments, and could easily be overtaken by male colleagues with more diverse and operational experience.

According to female officers in this study, the promotions process among lower-ranked officers¹³⁶ was, in general, considered fair and transparent for both men and women. In some countries, access to higher-ranking positions is through being nominated and appointed based on the decision of a direct superior. Consequently, networks can play a significant role in promotions. Such networks, created sometimes during studies in police academies, are further maintained through extraprofessional socialization opportunities. "It is easier for male supervisors to be 'buddies' with their male colleagues while for women this relationship is impossible," said a female officer in Malaysia. Women may be penalized in cases where they do not have access to police academies and further on are excluded from certain networks, leaving them deprived of information important to their career advancement.

Promotion schemes vary across ASEAN, with some based only on the manager's appraisal and others requiring a review by a panel. Irrespective of the process, however, input provided by line managers has great importance. Managerial posts are male-dominated, and as some performance appraisal systems are within the remit of the manager, there can be biases in promotion and a double standard that can negatively affect women. Women officers complained they felt closely scrutinized at work and that any mistakes made would affect perceptions of their overall job performance, whereas men were not held to the same higher standards. Women felt they must perform much better than their male colleagues in order to be considered for promotion to the same level as a male peer. A female officer in Thailand and a graduate of the four-year programme at the Royal Police Cadet Academy in



WE NEED TO BREAK THE GLASS CEILING. I THINK IT'S MORE IN BEING RESPONSIVE. YOU NEED TO CONTRIBUTE AS A SENIOR MALE OFFICER IN THE CAREER OF WOMEN, HELP WOMEN GET PROMOTED...THE SENIOR MANAGEMENT, THEY ARE THE ONES WHO DECIDE WHO TO PROMOTE, AND WHERE TO PLACE YOU. THE TOP POSITIONS ARE ALL MALE. THE SUPPORT NEEDS TO COME FROM THEM (HIGH-RANKING FEMALE OFFICER, THE PHILIPPINES)



PHOTO: INTERPOL

Thailand said, “I graduated from the police academy, and I’m not sure if I could become a superintendent of my police station. Usually female officers aren’t able to break that ceiling.” Another Thai female officer pointed out the result of what seems to be an invisible barrier to women in leadership roles. She said: “There was never a female officer as head of a police station, and there are 1,452 stations in total. There is no written policy to prohibit this; however, women are not able to access this position.”

Possible bias in promotion practices may be more visible in units or departments where a male is appointed the leader although the majority of staff are women. In this research, female officers described a number of examples where men were heads of units or departments relating to the protection of women and children, despite these areas usually being considered ones where women excel. This was noted by a female officer from Indonesia who stated, “Although

many women have the required years of experience and expertise, women are still not [promoted to] the level of Sub-Director or Director.”

Women who had progressed up the career ladder in this study identified a number of elements to their success: (1) persistence and a “can do” attitude; (2) the importance of networking both within the organization and with other women officers from countries nearby and internationally; (3) developing specific subject expertise, including by participating in international trainings; (4) support from the leadership of the organization and from international actors, such as INTERPOL and UNODC; and (5) mentorship. This suggests that international organizations and other like-minded development partners could further support women in law enforcement agencies with building their skills and competencies, advocate more for leadership to enforce stricter gender-friendly policies and practices, and offer opportunities for networking and mentorship.

08.

RESOURCES

IN SOME CIRCUMSTANCES WHERE WOMEN USE THEIR MATERNITY LEAVE ENTITLEMENT, IT CLEARLY IMPACTS THEIR PROSPECTS FOR TRAINING OPPORTUNITIES, DEPLOYMENT, RETENTION AND PROMOTION



8.1. HUMAN RESOURCES

Human resources or administration departments develop workforce planning, and oversee and enforce employment conditions such as leave entitlements, salaries, retirement, complaints, internal investigations and training (recruit and in-service). This section only addresses select policies and practices. One notable exclusion is the issue of sexual harassment, which was not discussed in the interviews due to time constraints.

8.1.1. PARENTAL LEAVE ENTITLEMENTS AND FLEXIBLE WORK ARRANGEMENTS

Law enforcement agencies in ASEAN have policies for maternity leave entitlements though the duration varies (Table 3).

Table 3: Maternity and paternity leave entitlements for police officers in ASEAN¹³⁷

Country	Maternity leave	Paternity leave
Brunei¹³⁸	105 days	No official entitlement ¹³⁹ (negotiated)
Cambodia¹⁴⁰	90 days	No official entitlement (negotiated) ¹⁴¹
Indonesia¹⁴²	3 months	No official entitlement (negotiated) ¹⁴³
Lao People's Democratic Republic¹⁴⁴	105 days	15 days
Malaysia¹⁴⁵	90 days	7 days
Myanmar¹⁴⁶	24 weeks	15 days
The Philippines¹⁴⁷	105 days	7 days
Singapore¹⁴⁸	16 weeks	2 weeks
Thailand¹⁴⁹	90 days	Up to 15 days
Viet Nam¹⁵⁰	6 months	3 - 14 days



PHOTO: UN WOMEN/PLOY PHUTPHENG

GOOD PRACTICES

Maternity leave

Viet Nam provides the longest paid maternity leave entitlement at six months. The entitlement in Myanmar allows half of the entitlement to be used prior to childbirth and the remainder afterwards. Cambodia, Indonesia, Malaysia and Thailand provide the shortest entitlement with three months of maternity leave.

In the Philippines, the Magna Carta of Women 2009 stipulates that women have equal rights to employment in the military and police, and maternity leave entitlements (Box 7).

Box 7: Magna Carta of Women 2009 on military women¹⁵¹

SEC. 15. Women in the Military

... Women in the military, police, and other similar services shall be provided with the same right to employment as men one equal conditions. Equally, they shall be accorded the same capacity as men to act in and enter into contracts, including marriage. Further, women in the military, police, and other similar services shall be entitled to leave benefits such as maternity leave, as provided for by existing laws.

Paternity leave

Paternity leave, in addition to maternity leave, has been shown to benefit both men and women. It can also eliminate potential discrimination by employers who may think that women will take more time out than men at some point in their career. Furthermore, it would provide additional opportunities for men to bond with their newborn child.¹⁵²

In Singapore, men can take up to six weeks off after the birth of their child, with two weeks paternity leave and up to four weeks leave shared from the mother's entitlement (see Table 4). Female officers in Singapore, when interviewed, reported that both men and women use their parental leave entitlements, especially if both parents are officers, as this enables them to manage parenting together.



Table 4: A good practice: shared parental leave in Singapore¹⁵³

Arrangement	Up to four weeks
Default, without any mutual agreement	Take in a continuous stretch within 12 months after the birth of the child.
Flexibly, by mutual agreement	Take in blocks of weeks or in working days, in any combination within 12 months after the birth of the child.
Calculating working days	Number of weeks times the number of working days in the week. Capped at six working days per week.



PHOTO: UN WOMEN/PLOY PHUTPHENG

CHALLENGES

While formal policies exist for maternity leave in all countries, this was not the case for paternity leave. Lao People's Democratic Republic and Thailand recorded the longest period of paternity leave with a 15-day entitlement. Singapore exceeds this if men utilize their shared parental leave entitlement. Despite the provision of paternity leave in Thailand, female officers indicated it was uncommon for men to use it. In Brunei, there is no formal policy, but men can potentially negotiate two days leave for the birth of their child. A senior female officer from Brunei said, "...it would be good to have more days [paternity leave] for men to help with the newly born". There was a similar uncertainty around men taking paternity leave in Cambodia and Indonesia.

There are international examples that demonstrate the challenges for women who take parental leave or have flexible or part-time work arrangements. Part-time police officers can be perceived as less committed to their profession and seen as a burden to the organization, for instance.¹⁵⁴

In some circumstances where women use their maternity leave entitlement, it clearly impacts their prospects for training opportunities, deployment, retention and promotion. The chief director general of the police in the Philippines cited the expansion of the maternity leave entitlement as justification for limiting the recruitment of women.¹⁵⁵ This sentiment was reflected in comments by a high-ranking female officer from the Philippines:

[Women] can be equal [to men] in terms of promotion, the selection procedures and requirements.... We may be in [high] positions, it depends on the trust and confidence of our boss to give us a position, even though being a woman. The question there is, it depends on us. We can't be really equal for promotion to high ranks. We need to prove that we are worthy of the promotion. How can we be equal when women are asking for comfort? Asking for consideration about sick leave, etc. Women claim a lot of special treatment sometimes for being a woman, about not working night shifts, not working weekends because of the children... Women claim a lot of special treatment... It depends on us. How about the recently approved law providing police women with a maternity leave of 120 days after giving birth? So how can you be effective if every year you get pregnant? So that's why I say, it's really on us.

At present, only the Singapore Police Force offers a part-time employment scheme to all officers. Even then, no agency reported providing systematic replacement for women using their maternity entitlement. This means colleagues, supervisors or subordinates of pregnant female officers or new mothers have to take on additional workloads, which can lead to resentment among co-workers. Alternatively, their work will be waiting for their return for completion. In Malaysia, where women have 90 days of maternity leave, a high-ranking officer referred to the impact of women taking the entitlement, saying, "Some-

times this affects the work and performance, but we address it – we plan ahead. Sometimes we just adapt.”

While a change to allow flexible work is recommended, institutional policies would have to be reviewed to avoid women experiencing similar challenges to counterparts abroad with respect to impacts on deployment and promotion options.¹⁵⁶ For example, temporarily replacing women who exercise their maternity entitlement can reduce stigma and discrimination against new mothers, and increase retention rates. Based on careful planning, the provision of mandatory equal leave for mothers and fathers can also contribute to reducing possible bias against women, and changing societal expectations by offering new role models for citizens.

8.1.2. WOMEN'S UNIONS/ ASSOCIATIONS

Formalized women's unions/associations are not present in all law enforcement agencies in ASEAN. Where women's associations do exist, they take different forms with varying benefits, advantages and drawbacks. Crucially, formal or informal peer support networks for women in traditionally male-dominated arenas can help women's careers. The Harvard Business Review captures the benefits in the following way:

Creating a safe setting—a coaching relationship, a women's leadership program, a support group of peers—in which women can interpret [feedback] is critical to their leadership identity development. Companies should encourage them to build communities in which similarly positioned women can discuss their feedback, compare notes, and emotionally support one another's learning. Identifying common experiences increases women's willingness to talk openly, take risks, and be vulnerable without fearing that others will misunderstand or judge them. These connections are especially important when women are discussing sensitive topics such as gender bias or reflecting on their personal leadership challenges, which can easily threaten identity and prompt them to resist any critical feedback they may receive.¹⁵⁷

The benefits of female-to-female peer support for professional advancement has been demonstrated in empirical studies. Whereas male leaders benefit from broad networks to support their career advancement, female leaders are more likely to be successful if they have a broad network alongside a smaller women's network.¹⁵⁸ Similarly, women in law enforcement can benefit from peer support and advocacy networks to assist their career advancement. At a global level, the International Association of Women Police functions “To strengthen, unite and raise the capacity of women in policing internationally”.¹⁵⁹ The association provides strategic guidance and mentoring to build the capacity of national women police associations, which can apply for affiliate membership.

GOOD PRACTICES

The women's unions in Lao People's Democratic Republic and Viet Nam form part of government structures. All female officers are members of the unions, and thus, women on any workplace committee are always union members. Both unions are national entities with subnational and institutional branches, including police branches. These structures provide opportunities for women to gain access to leadership positions and develop management skills in administrative or policy fields. Both unions have five-year strategic plans that aim to serve the interests of women police.

A high-ranking female officer said the Vietnamese Women's Union provides leadership training to female officers, and has targets to ensure that 70 per cent of female officers have at least a bachelor's degree and that all women have access to health-care services. Similar to Viet Nam, the Lao Police Women's Union was described as providing political education, and encouraging women to work professionally and pursue higher standards and self-development.

In 2014, the Singapore Police Force announced, and soon after established, a Women's Committee to help the agency become a "female-friendly organization" and promote the status of women officers.^{160,161} The Committee appointed representatives across the organization to act as focal points for support and enquiries for female officers with respect to, for example, special uniform needs and workplace harassment. An officer described some of the activities of Women's Committee representatives and liaison officers:

They focus on addressing general and specific needs, like nursing rooms and breastfeeding rooms as well. We have special areas for [women] to do their thing and still perform their jobs. At every unit there should be a nursing facility, a private area. This is one of the conscious decisions. At neighbourhood police centres, there are ladies who just gave birth and come back to work. Sometimes it's hard for them to go away and pump [breastmilk], so teams make special arrangements for them, like shirts and so on, it is a decision made by a team. Same for officers with injuries like a sprained ankle.

The Women's Committee and liaison officers also function as a source of support, information and advice for women with concerns about sexual or workplace harassment. This is a good practice because making a formal complaint can be very stressful, and women may be concerned about repercussions from supervisors or peers. While it is unclear if the Women's Committee was involved, it is noteworthy that in 2018, a male officer was fined SGD 6000 in court for breaching the Protection from Harassment Act following a harassment complaint from a female subordinate, and faced disciplinary actions from the police.¹⁶²

CRUCIALLY, FORMAL OR INFORMAL PEER SUPPORT NETWORKS FOR WOMEN IN TRADITIONALLY MALE-DOMINATED ARENAS CAN HELP WOMEN'S CAREERS



PHOTO: UN WOMEN/PLOY PHUTPHENG

CHALLENGES

While women's unions can have status and bring advantages, their influence can be shaped by the broader political and social environment in ways that constrain their impact. For example, even though a women's union may have formal status, it may not have enough power or influence to improve working conditions for women.

There may be other challenges. Some countries in ASEAN have associations that require female officers to support and network with the wives of male officers. According to a female officer in Brunei, membership of the PEKERTI association is compulsory and does not relate to their professional police role, but includes after-hours charity work and social functions. In Indonesia, female officers may have responsibilities to attend to the welfare of the wives of male officers, which may intrude upon their time for tasks that might be of higher value when seeking promotion. In Malaysia, female officers are expected to socialize with and support the wives of male officers if they are away on deployment. It is not clear whether there is a reciprocal arrangement for the husbands of female officers. Although these activities have societal and individual value, they tap into the limited time and energy of the few female officers in the force, and might detract from other core policing duties and responsibilities. Such activities could be taken care of by the human resources department, for example, with the support of a welfare committee.

Leaders of Viet Nam's Women's Union branches have their responsibilities listed in their job description and have to report on progress on their

workplans. Despite this formal requirement, a senior female officer said that it did not count much towards gaining promotion. She said, "... it's not very meaningful, it's just additional to my responsibilities".

According to a female officer who participated in a focus group discussion, Women's Union representatives "visit families and police officers when they are sick, get married or attend funerals". A high-ranking officer described Women's Union activities as "organiz(ing) tours and celebrations for their children who have good achievements at school", teaching childcare skills and providing information about reproductive health care. According to a member of the Lao Police Women's Union, the union's role is also to educate women "to preserve the good traditional manners". These activities can entrench gender norms that discourage women from pursuing a wider range of policing roles and responsibilities.

In Cambodia and Thailand, female officers were uncertain about the benefits of women's associations. Specifically, a number of female officers in Thailand indicated they did not support a women's association because it was seen as potentially divisive and pitting women against men in the workplace. When an association was described as a way for women to exchange ideas, access skills training and provide peer support, however, it was perceived more positively by Thai officers.

While women's associations can provide important peer networks for support, mentoring, information exchange and advocacy for women's rights, there was not necessarily a clear relationship between the existence of an association and higher representa-

tions of women in law enforcement or in senior ranks. For example, in Viet Nam, the Women's Union's efforts to support women's careers did not extend to advocating for the 10 per cent ceiling quota to be revised, although many junior officers identified this as one of the most important barriers for women in a policing career.

In short, the existence of a formalized women's peer support network or union does not necessarily lead to greater representation of women in law enforcement if other legal, institutional, social and cultural impediments are not addressed. In some cases, the biggest achievements, as stated by some women's associations, are in providing mutual support rather than advocating for rights.

8.2. INFRASTRUCTURE, FACILITIES AND UNIFORMS

Poor, inadequate or non-existent facilities for women deter prospective applicants from considering law enforcement as a possible career. The study found a clear demarcation between facilities in urban and rural areas, which affects women's deployment opportunities. There may be short-term costs for creating adequate facilities, and recruiting and deploying female officers to police and border management agencies, especially in rural, remote or border areas. Yet not making these investments leads to a failure to address gender inequality, and crimes against women and children, which can have longer-term costs in terms of health care and lost productivity. Other issues relate to specifically designed uniforms for women's comfort and convenience, helping to ensure they can perform their duties effectively and safely.

GOOD PRACTICES

Most officers interviewed for this research worked in metropolitan police stations or headquarters where they reported adequate provision of separate toilets, bathrooms and changing rooms. Separate dormitories were available at training facilities.

Facilities for breastfeeding, pumping breast milk and childcare were rarely available, however, although policies do exist for future implementation in some countries. For example, a policy under the Philippines National Police Gender and Development program indicates budget can be allocated towards facilities such as the “[e]stablishment of day care centers at the PNP national, regional, provincial, and district headquarters at least one for every headquarters, to include breastfeeding room to be similarly housed in the same building”.¹⁶³

In Lao People’s Democratic Republic and Viet Nam, female officers said there was a provision for women to have flexibility at work to support breastfeeding mothers. They can start work one hour later than usual or take one hour during the day to breastfeed.¹⁶⁴ Nonetheless, managing work and raising a child posed challenges for mothers, for example:

In my opinion, it is not easy. If you have a child and you want to bring it to work, there are no lactation areas. No child-friendly space. You are a police officer, you are required to work irregular shifts. If you want to be successful, it is either your career or your personal life, in my opinion. However, there are now guidelines for each office to have a lactation room. It is already a policy and they will implement it soon (female officer, focus group discussion, the Philippines).

In some cases, childcare was available in headquarters in the past, but closed given an increase in childcare service providers in the broader community. Day-care facilities were reported as available at police headquarters in Malaysia and Myanmar, but not in provincial offices.

Uniforms for pregnant women were available in most countries. In Viet Nam, uniforms for pregnant officers are not available, and some officers said wearing civilian clothes while pregnant was satisfactory. While civilian clothes may be more comfortable for some women, however, wearing the police uniform can engender a sense of belonging in the organization. In some countries, female officers have only recently been permitted to wear pants instead of a skirt for work, noting that some women said a skirt was comfortable in hot weather. In some cases, this took significant advocacy by senior female leaders to convince others to support a policy change so that female officers could be more comfortable in performing their duties. The Philippine National Police included gender-sensitive uniforms and equipment in the Human Resource Doctrine and Development Manual 2014 (Box 8).

**IN THE BANGSAMORO
AUTONOMOUS
REGIONAL OF MUSLIM
MINDANAO, FEMALE
OFFICERS (...) HAD
TO SLEEP IN THE
SAME AREA AS
FEMALE DETAINEES
BECAUSE THERE
ARE NO SEPARATE
FACILITIES FOR BOTH**

**Box 8: Philippine
National Police gender-
sensitive uniforms and
equipment¹⁶⁵**

Section 4.16 Sub-section (j):

Allow female police personnel to wear pants as a matter of course in the performance of their official duties and functions. An appropriate design for maternity dress using the blue uniform must also be adopted by the PNP for women to maintain their identity as uniformed personnel. Other paraphernalia, including the kinds of shoes, service firearms, and field uniforms, also need to be “genderized” taking as a paramount consideration a more efficient and effective exercise of the functions of men and women in uniform.

CHALLENGES

In all countries, women reported that separate bathrooms, changing rooms and sleeping quarters were not always available in rural provinces and regional areas. During the consultation in the Bangsamoro Autonomous Regional of Muslim Mindanao, female officers described how they sometimes had to sleep in the same area as female detainees because there are no separate facilities for both. The lack of facilities continues to limit women’s access to deployment outside metropolitan areas or, if they do work there, presents a risk for their health and safety.

While legislation, policies and strategies may exist to support and integrate women into law enforcement agencies, government funding to invest in the required infrastructure and facility upgrades remains limited. In some cases, national governments in ASEAN have significant budget constraints. Development partners and the international community at large may be able to contribute by funding infrastructure improvements, as has been done in other jurisdictions¹⁶⁶



PHOTO: UN WOMEN/PLOY PHUTPHENG

09.

RECOMMENDATIONS

The recommendations below draw on an analysis of previous research on women in law enforcement, strategic commitments by ASEAN Member States, national legislation, and the individual and group interviews with male and female officers for this study. The recommendations are directed at both policies and practices with respect to the recruitment, training, deployment and promotion of law enforcement officers, as well as structural and systemic changes to promote the implementation of gender mainstreaming approaches to achieve gender equality in law enforcement.



PHOTO: UN WOMEN/PLOY PHUTPHENG

ASEAN regional level

- > Support ASEAN in developing a regional strategy and joint action plan on gender-inclusive strategies to provide guidance and set minimum standards to be achieved by all law enforcement agencies at the regional, national and local levels.
- > Increase sex-disaggregated data collection to inform regional strategies and targeted interventions, and establish publicly available annual reporting against targets.
- > Enhance regional networks and opportunities to share experiences and best practices for gender-inclusive law enforcement, as well as mechanisms for women police officers in the region to build a supportive peer network and exchange experiences.

National institutional structures, policies and strategies

- > Develop or improve operationalization of system-wide gender mainstreaming strategies for law enforcement institutions with built-in monitoring and evaluation.
 - Develop a clear vision and strategy with a plan of action on gender-inclusive law enforcement, endorsed by the highest level of leadership. Ensure leaders are accountable to meet measurable targets and indicators to track implementation, progress and alignment with wider institutional goals.
- > Establish a gender equality unit focused on researching and addressing barriers to gender equity, and providing agency-specific recommendations.
 - Set up an office to oversee the implementation of the gender mainstreaming strategy; to develop a coordinated, system-wide approach; and to support and monitor the implementation of a dedicated action plan. Ideally, this office should be closely linked with and report directly to the office of the head of the police.
- > Investigate if statutory requirements regarding same-sex body searches and others are being met, and if not, review recruitment and deployment criteria for female officers.
- > Develop a communications strategy.
 - Raise awareness among policymakers, law enforcement leaders, male and female officers, and the general community about the benefits of women's participation in policing and border management.

- Raise awareness among senior managers of police and border control institutions, related government institutions, police reform committees and lawmakers with respect to obligations to meet international, regional and national commitments as well as normative frameworks, such as the Sustainable Development Goals, United Nations Security Council resolutions on women, peace and security (1325), ASEAN declarations and regional plans of actions, etc.
- Undertake a survey to assess the level of interest among women in becoming a law enforcement officer.
- Develop or expand communications campaigns to ensure law enforcement is portrayed as a career for both men and women. Design campaigns to break gender stereotypes and attract female applicants at the recruitment phase, as well as to facilitate women's access to a wider range of deployments.
- Develop nationwide recruitment campaigns that feature male and female officers in roles combating gender stereotypes.

Recruitment and capacity-building

- > End quotas that limit the percentage of women in law enforcement. Institute targets to be achieved in the short, medium and long term in the recruitment of women officers.
- > Apply temporary special measures such as gender quotas or targets with a view to developing gender-sensitive recruitment practices.
- > Remove any discriminatory practices. This includes eliminating the practice of virginity tests as well as discriminatory policies related to marital status.
- > Ensure recruitment selection committees include women
- > Ensure language or travel restrictions are not a barrier to accessing specialist training by conducting training in the local language and country so that foreign language skills or travel requirements do not limit women's participation.
- > Encourage international organizations and bilateral partners to provide targeted training opportunities for mid-career female officers.
- > Develop standardized training curriculum on gender equality and human rights in a law enforcement context.
- Develop and integrate standard training curriculum on gender equality and human rights into regular law enforcement training programmes to build understanding, knowledge and skills among officers.

- Share experiences and training tools across the region.
 - Liaise and collaborate with development partners and civil society organizations to support shared learning.
 - Provide education regarding gender equality and human rights in a law enforcement context through continuous in-service training to challenge gender norms and stereotypes, increase knowledge on gender equality issues and further develop workforce skills to implement gender mainstreaming approaches.
- > Provide gender-sensitive training for leaders and managers to empower them to promote a gender-inclusive work culture and eliminate discriminatory practices.
- Support leaders and managers to develop a deeper understanding of gender equality and gender-sensitive leadership, and to empower women officers under their direct line management or within their own departments and units.
- > Develop and implement policies to ensure international and domestic training opportunities benefit men and women equally.
- International organizations, and development and dialogue partners providing financial support for capacity-building opportunities can request gender balance among participants nominated by law enforcement agencies.

Deployment

- > Ensure women can participate in a wide range of operational deployments to develop their professional skills and confidence. This could entail reviewing deployment practices and considering periodic rotation in operational roles for all officers.
- > Identify and implement situation-specific actions to ensure women's family and domestic responsibilities are not barriers for their participation in training. These could include training opportunities provided closer to their duty station during working hours to avoid extra childcare costs or arrangements. Provide information to and engage the family to explain the importance of the deployment of female officers in operational roles, and alleviate fears or misconceptions regarding their working environment.
- > Ensure both female and male officers have access to professional clinical counselling and psychological support to prevent and treat stress or ill mental health, particularly for officers exposed to traumatic events or investigating/taking victim or witness testimonies for serious crimes.

Promotion and leadership

- > Provide targeted training for mid-career female officers.
 - Provide training on leadership theories and practices to support advancement into higher ranks and leadership abilities.
 - Provide training to develop women's self-confidence to function at high levels in a traditionally male-dominated occupation.
 - Develop managerial skills and technical knowledge among mid-career female officers necessary for supervising and implementing institution-wide strategies and policies.
 - Provide training for mid-career female officers with respect to specialized areas such as crisis management, disaster control, cybercrime or anti-terrorism.
- > Build mentoring programmes for mid-career female officers.
 - Build programmes to support the development of a pipeline of qualified women for leadership roles. Mentors can include both men and women, and programmes can cover cross-border and regional exchanges of good practices.
 - Development partners could support these initiatives as pilot programs and evaluate their effectiveness. If effective, the initiatives could be developed for an ASEAN-wide programme.
 - Ensure women are part of the selection committees for higher ranks.
 - A more gender-balanced selection panel can contribute to countering potential bias and identify obstacles that hinder women's promotion.
 - An understanding of gender issues could be a criteria for being part of a selection committee for both women and men
- > Apply temporary special measures to promote women to higher ranks.
 - Measures such as gender quotas or targets can be implemented to ensure deployment and promotion rules and regulations are gender-sensitive, and bias is removed.
- > Develop a career advancement programme for promoting women to higher ranks and/or higher management positions.

- The programme should specifically target women police officers to support an increase in diversity in upper management. Provide high-performing female officers with mentoring, training and targeted deployments to develop their skills and fast-track them into higher management positions.

Human resources

- > Reform institutional policies that prevent women from gaining and retaining meaningful employment in law enforcement.
- > Encourage and build formal or informal peer support and advocacy networks for women.
 - Establish or enhance networks in each agency to encourage a coordinated, strategic approach and action plan to advocate for women's rights in law enforcement.
 - Enhance regional and international women's police peer support and advocacy networks.
- > Adopt or revise policies that support the rights of individuals to access part-time or flexible work arrangements.
- > Adopt or revise policies regarding parental leave, particularly paternity leave entitlements.

Infrastructure, facilities and equipment

- > Build infrastructure and facilities that enable women to be deployed without limitation. Short-term costs can be offset over the longer term because persistent gender inequality and crimes against women and children can have longer-term costs to the State in terms of health care and lost productivity in the economy.
 - Ensure separate facilities are available for men and women for changing, sleeping and sanitation nationwide.
 - Ensure facilities for breastfeeding, pumping breast milk and childcare are provided at workplaces.
- > Ensure women have appropriate uniform options for comfort, safety and practicality when on duty. Provide uniforms for women to wear during pregnancy, if preferred.

10.

CONCLUSION





PHOTO: INTERPOL

POLICE SERVE THE COMMUNITY, AND THE BEST WAY TO SERVE THE COMMUNITY IS TO REFLECT YOUR COMMUNITY. SO IF YOUR COMMUNITY IS 50-50 THEN YOUR FORCE MUST ALSO BE 50-50 (FEMALE OFFICER, BRUNEI)

This research shares new and good practices with regards to recruitment, training, deployment and promotion of women officers, and reflects on how national and regional institutions, law enforcement agencies and individual managers can contribute to advancing the role of women in law enforcement.

The research has provided insights into the experiences, achievements and aspirations of, as well as challenges faced by, women working in law enforcement in the ASEAN region. Women are not a homogenous group; thus, the women in this study expressed diverse views. As evidenced above, they make multiple contributions, including the provision of improved security services to the whole population; increased operational effectiveness through tackling specific security needs of and challenges faced by women and children; closer engagement and trust-building with communities; and less use of excessive force. A good gender balance is a prerequisite for women to attain management positions and contribute to strategic, high-level operational and tactical decision-making processes.

Crucially, achieving gender equality in policing is not simply about *adding more women*. It is about transforming the institutional set ups that sustain gender inequality. It is about respecting the human rights of all people, and creating an effective and productive work environment where all employees feel secure and valued, and where they can use their skills and competencies to the fullest. Working towards a gender equal and gender-friendly law enforcement force is essential for police services given their international and domestic legal obligations.

As stressed by one of the female officers from Brunei: “The police force is very unique, it is not like the army where they serve the nation. Police serve the community. And the best way to serve the community is to reflect your community. So if your community is 50-50 then your force must also be 50-50. For our investigation officers, how would we do it if we did not have females? How would we be able to address female concerns if we didn’t have female officers? How would we train our recruits if we do not have female teachers?”

ANNEX 1

Country summaries¹⁶⁷

BRUNEI DARUSSALAM – ROYAL BRUNEI POLICE FORCE

Recruitment criteria: To become a police officer, applicants must be:

- > Police constable (no degree required, only minimum credit score in Malay and English subjects in IGCSE 'O' Level)
- > Probationary inspector (must have a higher national diploma)
- > Probationary assistant superintendent (must have a minimum of a bachelor's degree)
- > Speak English and Malay at least O-level
- > Height requirements
 - Men must be not less than 1.7m (5 feet 6 inches) in height and weight not exceeding 60kg
 - Women must be not less than 1.64m (5 feet 4 inches) in height and weight not exceeding 55kg

Retirement age: 55 years old

Highest-ranking woman: senior superintendent

CAMBODIA – CAMBODIAN NATIONAL POLICE

Recruitment criteria: According to Article 2 of the *Prakas* on "Conditions for Recruitment of Candidates to Work Under the Framework of National Police for 2016", the general conditions for recruiting candidates to work under the framework of the national police are:¹⁶⁸

1. Examination for the recruitment of police officers shall be conducted for candidates of both sexes, not exceeding 30 years of age as of the date of examination, holding a bachelor's degree, its equivalence or higher;

- Examination for the recruitment of junior police officers shall be conducted for candidates of both sexes, not exceeding 25 years of age as of the date of examination, holding a high school diploma or its equivalence or a certificate below high school diploma.

Further articles detail separate conditions for different policing functions. For example, different height and weight requirements apply as per the table below.

	Article 3 ¹⁶⁹		Article 4 ¹⁷⁰		Article 5 ¹⁷¹		Article 6 ¹⁷²	
	Male	Female	Male	Female	Male	Female	Male	Female
Height	1.67cm>	157cm>	170cm>	160cm>	1.63cm>	Excluded	1.67cm>	155cm>
Weight	57-67kg	47-57kg	60-70kg	50-60kg	53-63kg	Excluded	47-67kg	45-55kg

Retirement age: 60 years old

Highest-ranking woman: general deputy commissioner general

INDONESIA – INDONESIAN NATIONAL POLICE

There are four entry points to join the Indonesian National Police:¹⁷³

- Attending the Police Academy for four years to become a commissioned officer;
- Attending Officers Candidate School for six months to become a commissioned technical officer;
- Attending the Police School for seven months to become a non-commissioned officer (sergeant level); and
- Attending the Police School for five months to become a lower rank officer (constable level).

During recruitment, basic requirements apply to all entries including being an Indonesian citizen and showing loyalty to the Republic of Indonesia as a unitary state and its Constitution.

Retirement age: 58 years old.

Highest-ranking woman: police brigadier general

LAO PEOPLE'S DEMOCRATIC REPUBLIC – LAO POLICE FORCE

Article 23 (amended), Standards of police officers and constables¹⁷⁴

Police officers and constables must meet the following standards:

1. Hold Lao race and Lao nationality and be at least 18 years old.
2. Have firm political stance, be loyal to the Party, government and people; have socialist ideology; are patriotic; love the people's democratic regime; have firm stance and can identify friends and enemies; have moral revolutionary characteristics; are brave and willing to sacrifice; remain aware of the guidance, orders and leadership of their organizations; and respect and strictly implement the Constitution and laws.
3. Have a clean criminal record.
4. Hold certificates of upper-secondary schools or of any vocational courses. Those in rural and remote areas who have no certificates of upper-secondary schools will be considered according to reasonable standards.
5. Have basic knowledge of direction and policy of the Party and have taken a particular vocational course.
6. Are healthy and physically fit [with no body parts disabled or missing].

Police officers shall have additional standards as follows:

- Second lieutenant shall hold a professional certificate of diploma-level or higher, or have experience in directing, leading and commanding, and have a record of concrete success.
- Majors shall have a diploma of associate degree profession or diploma-level certificate of politic and administration theories or equivalent or higher, and have experience in directing, leading and commanding, and have a record of concrete success.

Captains or majors, in addition to the requirements stated above, shall be competent in directing, leading and commanding; be highly aware of politics; and be exemplary in leadership and influential over police officers and constables.

Entry pathways to become a police officer according to female participants in this study:¹⁷⁵

> Aged under 24 years:

- Complete upper-secondary school followed by two years training at the Police Academy.

- Aged 25-35 years:
 - Obtain a bachelor's degree at an external university then complete a three- or six-month bridging course

Retirement ages: 60 years old. In some cases, women can retire earlier but not under age 55.¹⁷⁶

Highest-ranking woman: colonel

MALAYSIA – ROYAL MALAYSIAN POLICE

Requirements to join the Royal Malaysian Police as of 2018:¹⁷⁷

Age: Between 18 and 28 years.

Education: Must have high school certification.

For officers: must have a bachelor's or master's degree

Personal qualities

Be of good character.

Demonstrate good interpersonal skills.

Be intelligent, and show judgment, maturity and customary sense.

Citizenship: should have Malaysian citizenship

Fitness

Must be medically and physically fit.

Meet visual sense standards.

Criminal record

No criminal convictions where a pardon has not been granted.

No criminal charges unfinished before the courts.

Retirement age: 60 years old.

Highest-ranking woman: deputy commissioner of police

MYANMAR – MYANMAR POLICE FORCE

The Myanmar Police Force has the following training schools:

- Police Officer Training Institute located in Zee Bin Gyi (for cadets only)
- Police Officer Tactical Training Institute situated in Mandalay
- 4 police training depots each situated in Yemaethin, Wet Htee Kan, Sagaing and Taung Lay Lone (one of them is scheduled to be upgraded)

- Non-Commissioned Officer Training School situated in Hlawga

Recruitment criteria¹⁷⁸

There are two pathways: police officer cadets (training to be commissioned officers) and non-commissioned officer recruits.

Commissioned officers

- > Police officer cadets can apply if they have a university degree or have satisfied other basic training as a constable or clerk.
- > For applicants who already have a university degree, they must be between 20 and 27 years old to apply to attend the 52-week Police Officer Training Institute in Zee Bin Gyi.
- > Women applying with a degree must be unmarried and remain unmarried for two years after graduation (not applicable to men).

Minimum requirements¹⁷⁹

- > Myanmar citizen
- > Physical criteria
 - For men: minimum height is 5'3" (160cm), minimum chest is 32" (81cm) and minimum weight is 110lbs (50kgs).
 - For women: minimum height is 5'3" (160cm)¹⁸⁰ and minimum weight is 95lbs (43kgs).
- > Must not be involved in a political party.
- > Must not wear spectacles.

Non-commissioned officers

- Male applicants must be between 18 and 30 years old, and need to have completed secondary education up to grade 9.
- Female non-commissioned officers are required to be unmarried at the time of application and remain unmarried for two years.¹⁸¹

Retirement age: 60 years old

Highest ranking woman: colonel

THE PHILIPPINES – PHILIPPINE NATIONAL POLICE

Recruitment criteria:

To become a police officer, applicants must be:

- A citizen of the Philippines;
- A person of good moral character;
- Must have passed the psychiatric/psychological, drug and physical tests to be administered by the PNP;
- Must possess a formal baccalaureate degree from a recognized learning institution;
- Must have any of the following basic eligibility requirements:
 - PNP Entrance, National Police Commission
 - Republic Act No. 1080 (bar and board examinations)
 - PD No. 907 (CS eligibility to college honor graduates)
- Must not have been dishonourably discharged from military employment or dismissed for cause from any civilian position in the Government;
- Must not have been convicted by final judgment of an offense or crime involving moral turpitude;
- Must be at least 1.62m in height for males and 1.57m for females;
- Must weigh not more or less than 5kg from the standard weight corresponding to his/her weight, age and sex; and
- Must not be less than 21 or more than 30 years of age.

Retirement age: 56 years old.

Highest ranking woman: police brigadier general

SINGAPORE – SINGAPORE POLICE FORCE

Recruitment criteria:

To become a police officer, applicants must be:

	Male	Female
PES status	PES A or B1	Exempted
Educational requirements	Direct-entry sergeant: minimally 5 GCE 'O' Level credits* Direct-entry inspector: a pass degree in any discipline	
Eyesight	Normal colour vision	

*This includes diplomas from local polytechnics, international baccalaureate, NUS High School, NAFA, LASELLE and ITE Technical Engineering; GCE 'A' Level certificates; higher NITEC or NITEC certificates; and GCE 'O' Level certificates (at least five credits).

Retirement age: 55 years old (retirement age will be raised to 56 in 2021).

Highest-ranking woman: deputy commissioner of police

THAILAND – ROYAL THAI POLICE

Pathways to joining the Royal Thai Police¹⁸²

- **Commissioned officer:**¹⁸⁵
 - First route: for male applicants aged between 16 and 18 years old who have graduated from senior high school or Grade 10 (M.4) certified by the Ministry of Education or equivalent.
 - Second route: for male police non-commissioned officer students or non-commissioned officers aged not more than 24 years old holding high school diploma

Successful applicants from both routes attend two years of training at the Armed Forces Academy Preparatory School and some will continue on to complete four years (6 in total) with a bachelor degree at the Royal Police Cadet Academy

- **Non-commissioned officer:**
 - Male and female applicants must be between 18 and 27 years old
 - One year training at a regional-level Police Academy

- **General office or civil servant position (such as administrative officer or forensic officer):**
 - Both male and female applicants should not be more than 35 years old and have a bachelor degree from an external university.
 - If accepted, they undertake a four month bridging course at the Royal Police Cadet Academy.
- **Nursing track (for Police General Hospital and medical facilities):**
 - Mostly female applicants (limitations on male applicants)
 - Can be commissioned or non-commissioned officers

Retirement age: 60 years old

Highest-ranking woman: commissioner

VIET NAM – PEOPLE’S POLICE FORCE

Recruitment criteria: To become a police officer trained at the People’s Police Academy, applicants must be:

- > Politically and morally suitable.
- > A current member of the Communist Party of Vietnam or of the Ho Chi Minh Youth Union.
- > Age:
 - Under 20 years old for students in general and 22 years old for students who are ethnic minorities.
 - Under 30 years old for officials, police and soldiers already on the Ministry of Public Security payroll.
- > Student applicants (i.e., under 20 years) must be unmarried and have no children
- > Height and weight:
 - Men must be 1.64cm and 48kg or above.
 - Women must be 1.58cm and 45kg or above.

Circular on Regulations on Admission to the People's Police 2016, Article 3¹⁸⁴

Specifies two quotas for women at the point of recruitment:

- A 10 per cent maximum of women in professional police; and
- A 15 per cent maximum for women in political branches, engineering, logistics and foreign languages.

Retirement ages:¹⁸⁵

Lieutenant colonel and below:

Female: 53

Male: 55

Senior colonel and colonel:

Female: 55

Male: 58

Generals: 60

Highest-ranking woman: lieutenant general

ANNEX 2

Global Gender Gap rankings among ASEAN Member States

Women's inclusion in law enforcement is shaped by a range of dynamics. The Global Gender Gap Report¹⁸⁶ ranks countries according to four categories. The table below shows significant variation in the way ASEAN Member States score in some categories compared to their neighbours.

Country	Overall	Last report	Economic participation and opportunity	Educational attainment	Health and survival	Political empowerment
Brunei	95	90	28	72	115	148
Cambodia	89	93	25	124	73	119
Indonesia	85	85	68	105	79	82
Lao People's Democratic Republic	43	26	3	110	98	98
Malaysia	104	101	97	86	84	117
Myanmar	114	88	102	99	57	133
The Philippines	16	8	14	37	41	29
Singapore	54	67	20	84	133	92
Thailand	75	73	22	80	52	129
Viet Nam	87	77	31	93	151	110

BIBLIOGRAPHY

- Arostegui, J. L. 2015. "Gender and the Security Sector: Towards a More Secure Future." *Connections* 14(3), summer.
- ASEAN (Association of Southeast Asian Nations). 2009. *Political-Security Community Blueprint 2025*. Jakarta.
- ASEAN Secretariat. 2016. *Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons*. Jakarta.
- ASEANAPOL. Official website, Member State police information pages. www.aseanapol.org/information/.
- Asia News Network. 2018. "Brunei: First-ever police academy in the works." <https://annx.asianews.network/content/brunei-first-ever-police-academy-works-83174>.
- Australian Commission for Law Enforcement Integrity. 2017. *Corruption and the changing opportunities for women in law enforcement*. Canberra.
- Bacon, L. 2015. "Liberia's Gender-Sensitive Police Reform: Improving Representation and Responsiveness in a Post-Conflict Setting." *International Peacekeeping* 22(4): 372-397.
- Bangkok Post*. 2018. "Police stand their ground on female ban." www.bangkokpost.com/thailand/general/1537050/police-stand-their-ground-on-female-ban
- Belknap, J. 2001. *The invisible woman*. Belmont, CA: Wadsworth.
- Brown, J., and M. Silvestri. 2020. "Women Policing in the United Kingdom." In C. Rabe-Hemp and V. Garcia, eds., *Women Policing Across the Globe: Shared Challenges and Successes in the Integration of Women Police Worldwide*. Rowman & Littlefield.
- Brudirect. 2019. "Passing Out Parade for Police Recruit Squad 1/2018." www.brudirect.com/news.php?id=65390.
- Brunei Darussalam. Maternity Leave Regulation 2011.
- Cambodia. Labor Code 1997.
- Cambodia. National Action Plan to Prevent Violence Against Women II 2014-2018. <https://cambodia.unfpa.org/sites/default/files/pub-pdf/NAPVAW2014-2018%28Eng%29.pdf>.
- Chan, J., S. Doran and C. Marel. 2010. "Doing and undoing gender in policing." *Theoretical Criminology* 14(4): 425-446.
- Chan, A.H.-N., and L.K.-K. Ho. 2017. *Women in the Hong Kong Police Force : Organizational Culture, Gender and Colonial Policing*. London: Palgrave Macmillan UK.
- Chief of INP (Indonesia National Police). Regulation No. 11. 2015
- Childs, S., and M. L. Krook. 2006. "Gender and Politics: The State of the Art." *Politics* 26(1).
- CNN Philippines. 2018. "PNP sticks to mandated policewomen quota due to 'restrictions'." <https://cnnphilippines.com/news/2018/11/06/PNP-police-women-officers.html>.
- Committee on the Elimination of Discrimination against Women. 2018. Sixth periodic report submitted by Cambodia under article 18 of the Convention, due in 2017. 22 June, advance unedited version. https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/KHM/CEDAW_C_KHM_6_7162_E.pdf.
- Deutsch, F. M. 2007. "Undoing Gender." *Gender & Society* 21(1): 106-27.
- Economic and Social Commission for Asia and the Pacific. 2019. "Asia-Pacific Declaration on Advancing Gender Equality and Women's Empowerment: Beijing+25 Review." ESCAP/MCBR/2019/2/Add.1, 4 December.
- EUROPOL. 2013. *The Female Factor. Gender Balance in Law Enforcement*. www.europol.europa.eu/publications-documents/female-factor-gender-balance-in-law-enforcement
- Fekjær, S. B., and S. Halrynjo. 2012. "Female Police Students." *International Journal of Police Science & Management* 14(1): 71-82. <https://doi.org/10.1350/ijps.2012.14.1.262>.
- Frontier Myanmar. 2018. "Wanted: More female police officers." 26 February. <https://frontiermyanmar.net/en/wanted-more-female-police-officers>.
- Goffman, E. 1976. *Gender advertisements*. New York: Harper & Rowe.
- Haanstad, E. 2013. "A Brief History of the Thai Police." In P. Chambers, ed., *Knights of the Realm: Thailand's Military and Police, Then and Now*. Bangkok: White Lotus Press.
- Humiston, G., and C. Rabe-Hemp. 2020. "The Progression of Women Police: A Comparative Analysis." In C. Rabe-Hemp and V. Garcia, eds., *Women Policing Across the Globe: Shared Challenges and Successes in the Integration of Women Police Worldwide*. Rowman & Littlefield.
- Ibarra, H., R. J. Ely and D. M. Kolb. 2013. "Women rising: the unseen barriers." *Harvard Business Review*, September. <https://hbr.org/2013/09/women-rising-the-unseen-barriers>.

- Indonesia. Labor (Manpower) Law 2003.
- International Association of Women Police. Website. <https://iawp.wildapricot.org/>.
- International Association of Women Police. 2014. *The 2nd Asia Regional Women Police Conference*. IAWP Region 23. <http://iawpregion23.blogspot.com/2014/09/the-2nd-asia-regional-women-police.html>.
- The Irrawaddy*. 2018. "Female Officers Now Make Up 20 Percent of Police Force." www.irrawaddy.com/news/burma/female-officers-now-make-20-percent-police-force.html.
- Jardine, M. 2019. *Policing in a changing Vietnam*. PhD dissertation. The University of New South Wales, Australia.
- Jenne, N. 2019. *Peacekeeping: An underutilised area of sub-regional security*. The Asia Dialogue. <https://theasiadialogue.com/2019/04/09/peacekeeping-an-underutilised-area-of-sub-regional-security/>.
- Kaiser, K. 2009. "Protecting respondent confidentiality in qualitative research." *Qualitative health research* 19(11): 1632–1641. <https://doi.org/10.1177/1049732309350879>.
- Karaffa, K. M., and J. M. Koch. 2015. "Stigma, Pluralistic Ignorance, and Attitudes Toward Seeking Mental Health Services Among Police Officers." *Criminal Justice and Behavior* 43(6): 759–777. <https://doi.org/10.1177/0093854815613103>.
- Lao People's Democratic Republic. Labor Law (Amended) 2013.
- Lao People's Democratic Republic. Edict of the President of the Lao People's Democratic Republic on the Promulgation of the Law on the People's Public Security Forces (amended), No. 112/SP, 2017.
- Lao People's Democratic Republic. "Protect and promote the outstanding nature and traditions of the Lao people's public security force". (Release for publicity and lecture purposes on the 53rd anniversary of the Public Security force 5 April, 1961 - 5 April, 2014)
- Law on People's Police. Law number: 37/2018/QH14. Socialist Republic of Viet Nam. Luật Công an nhân dân. Luật số: 37/2018/QH14. Cộng hòa xã hội chủ nghĩa Việt Nam. (Vietnamese) Socialist Republic of Viet Nam.
- Lonsway, K. 2000. *Hiring & retaining more women: The advantages to law enforcement agencies*. Los Angeles, CA: Feminist Majority Foundation, National Center for Women & Policing.
- Lovenduski, J., ed. 2005. *State Feminism and Political Representation*. Cambridge University Press.
- Lovenduski, J., and P. Norris. 2003. "Westminster Women: the Politics of Presence." *Political Studies* 51(1): 84–102.
- Martin, S. 1980. *Breaking and entering: Police women on patrol*. Berkeley, CA: University of California Press.
- McCarthy, D. J. 2013. "Gendering 'Soft' policing: multi-agency working, female cops, and the fluidities of police culture/s." *Policing and Society* 23(2): 261–278. doi:10.1080/10439463.2012.703199.
- McLeod, A., and V. Herrington. 2017. "Valuing different shades of blue." *International Journal of Emergency Services* 6(3): 177–187.
- Miller, A. R., and C. Segal. 2018. "Do Female Officers Improve Law Enforcement Quality? Effects on Crime Reporting and Domestic Violence." *The Review of Economic Studies* 86(5).
- Ministry of Human Resources of Malaysia. 2017. "Employers Must Allow Female Staff 90 Days Maternity Leave." www.mohr.gov.my/index.php/en/2013-03-19-10-53-47/archives/69-news-cutting-2017.
- Ministry of Interior of the Kingdom of Cambodia. 2016. "Conditions for Recruitment of Candidates to Work Under the Framework of National Police for 2016."
- Ministry of Manpower of Singapore. Official website on Employment Practices (Leave). www.mom.gov.sg/employment-practices/leave.
- Ministry of Manpower of Singapore. "Shared parental leave." <https://www.mom.gov.sg/employment-practices/leave/shared-parental-leave>.
- Ministry of Public Security of the Socialist Republic of Viet Nam. Hanoi. 2016. Circular on Regulations on Admission to the People's Police. 15/2016/TT-BCA.
- Myanmar. Social Security Law 2012.
- National Center for Women & Policing. 2002. *Men, Women, and Police Excessive Force, A Tale of Two Genders, A Content Analysis of Civil Liability Cases, Sustained Allegations & Citizens Complaints*. http://womenandpolicing.com/PDF/2002_Excessive_Force.pdf.
- National Institute of Justice. 2019. *Women in Policing: Breaking Barriers and Blazing a Path*. July. <https://www.ncjrs.gov/pdffiles1/nij/252963.pdf>.

- National Police Commission of the Philippines. 2014. *Human Resource Doctrine and Development Manual 2014*. www.pnp.gov.ph/images/manualsandguides/DHRDD/DHRDD-Manual.pdf.
- Office of Police Personnel. 2018. "About police approval on selection and training of police personnel for Royal Police Cadet and Royal Army Cadet of academic year 2019." Memorandum No.0008.161/12481, issued on 28 August.
- Office of the President, Philippines Commission on Women. 2009. *Magna Carta of Women: Implementing Rules and Regulations*. Republic Act 9710. Manila. https://pcw.gov.ph/sites/default/files/documents/laws/republic_act_9710.pdf.
- Office of the Presidential Adviser on the Peace Process, Government of the Philippines. 2017. National Action Plan on Women, Peace and Security 2017-2022. www.peacewomen.org/sites/default/files/Philippines_20172022NAP.pdf.
- OSCE (Organization for Security and Cooperation in Europe). n.d. *Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism Good Practices for Law Enforcement*. <https://www.osce.org/secretariat/420563?download=true>.
- PeaceWomen. n.d. National Action Plan Indonesia. <http://peacewomen.org/action-plan/national-action-plan-indonesia>.
- Perova, E., and S. A. Reynolds. 2017. "Women's police stations and intimate partner violence: Evidence from Brazil." *Social Science & Medicine* 174, February: 193-194.
- The Philippines. Paternity Leave Act 1996. Section 2. (Amended). www.congress.gov.ph/legisdocs/basic_17/HB03788.pdf.
- The Philippines. Philippines National Police Reform and Reorganization Act of 1998 (Republic Act. No. 8551). www.lawphil.net/statutes/repacts/ra1998/ra_8551_1998.html.
- Philippine Information Agency. 2019. "Siquijor boasts of 1st all-female 'Mariang Pulis' station." <https://pia.gov.ph/news/articles/1029257>.
- Philippines National Police. 2015. Annual Report. <http://pnp.gov.ph/index.php/about-us/annual-reports>.
- Philippines National Police. 2017. Annual Report. <http://pnp.gov.ph/index.php/about-us/annual-reports>.
- Philippines National Police. 2018. Annual Report. <http://pnp.gov.ph/index.php/about-us/annual-reports>.
- Philippines Statistics Authority. 2015. "Region 7. Population of Siquijor." <http://rsso07.psa.gov.ph/article/siquijor-province-population-reaches-95984>.
- Philstar Global. 2018. "Limiting female cops goes against Magna Carta of Women." www.philstar.com/headlines/2018/11/08/1866900/chr-limiting-female-cops-goes-against-magna-carta-women.
- Phnom Penh Post. 2016. "Sceptics question police push for female recruits." www.phnompenhpost.com/national/sceptics-question-police-push-female-recruits.
- Poothakool, K., and T. Glendinning. 2013. "Police Reform in Thailand Post-2006." *International Journal of Criminology and Sociology* 2.
- Porter, L. E., and T. Prenzler. 2017. "Police officer gender and excessive force complaints: an Australian study." *Policing and Society* 27(8): 865-883. doi:10.1080/10439463.2015.1114616.
- Presser, L. 2005. "Negotiating Power and Narrative in Research: Implications for Feminist Methodology." *Signs: Journal of Women in Culture and Society* 30(4): 2067-2090.
- Rappler. 2019. "Expect a female police chief in Metro Manila under new NCRPO chief." www.rappler.com/nation/242680-expect-female-police-chief-metro-manila-under-new-ncrpo-chief.
- Rabe-Hemp, C. 2009. "POLICEwomen or PoliceWOMEN?: Doing Gender and Police Work." *Feminist Criminology* 4(2): 114-129.
- Rabe-Hemp, C. E., and V. Garcia. 2020. *Women Policing across the Globe: Shared Challenges and Successes in the Integration of Women Police Worldwide*. Rowman & Littlefield.
- Reiner, R. 2010. *The Politics of the Police*. Fourth ed. Oxford: Oxford University Press.
- Royal Malaysian Police. 2018. "Recruitment 2019/2020 and Application Guide." www.currentschoolnews.com/job/royal-malaysian-police-recruitment/.
- Royal Thai Police. 2020. "General Regulations and Methods for Non-Commissioned Students and Officers to be Pre-Cadets under the Royal Thai Police" & "General Regulations and Methods for General Public to be Pre-Cadets under the Royal Thai Police".

- Selth, A. 2015. "Burma: Police reforms expand women's roles." *The Interpreter*. Sydney: Lowy Institute. www.lowyinstitute.org/the-interpreter/burma-police-reforms-expand-womens-roles.
- Silvestri, M. 1998. "Visions of the Future: The Role of Senior Policewomen as Agents of Change." *International Journal of Police Science and Management* 1(2), 14 May.
- Silvestri, M. 2003. *Women in Charge: Policing, Gender and Leadership*. Cullompton, Devon: Willan Publishing.
- Silvestri, M. 2006. "Doing Time: Becoming A Police Leader." *International Journal of Police Science and Management* 8(4): 266-281.
- Silvestri, M. 2015. "Gender Diversity: Two Steps Forward, One Step Back..." *Policing* 9(1): 56-64.
- Singapore Police Force. Facebook page. www.facebook.com/singaporepolice-force/videos/2267325173590110/?vh=e.
- Singapore Police Force. *The Protectors: Entry Requirements*. www.police.gov.sg/Join-SPF/Police-Officer/The-Protectors.
- Singapore Police Force. "Saluting our female officers." www.police.gov.sg/media-room/features/saluting-our-female-officers.
- Singapore Police Force. 2019a. *Police Life: The Singapore Police Force Magazine 2*. <https://www.police.gov.sg/media-room/publications?keyword=&filter=&start-date=&enddate=&page=1>.
- Singapore Police Force. 2019b. *Police Life: Special Edition on Women in Policing. The Singapore Police Force Magazine 3*.
- Singapore Police Force. 2020. *The Evolution of Women in Policing*. www.police.gov.sg/Media-Room/Features/The-Evolution-of-Women-in-Policing.
- The Star*. 2017. "One of Malaysia's first female cops stumbled into the job." 31 August. www.thestar.com.my/news/nation/2017/08/31/one-of-malysias-first-female-cops-stumbled-into-the-job.
- Starman, A. B. 2013. "The case study as a type of qualitative research." *Journal of Contemporary Educational Studies* 1: 28-43.
- The Straits Times*. 2014. "Wanted: More women wanted in police force." www.straitstimes.com/singapore/wanted-more-women-officers-in-police-force.
- The Straits Times*. 2019. "Police officer who made crude remarks about subordinate fined \$6,000 for harassment." www.straitstimes.com/singapore/courts-crime/senior-police-officer-who-made-crude-remarks-about-subordinate-fined-6000-for.
- Tankebe, J. 2013. "Viewing Things Differently: The Dimensions of Public Perceptions of Police Legitimacy." *Criminology* 51(1): 103-135. doi:10.1111/j.1745-9125.2012.00291.x.
- Thailand. Criminal Procedure Code. (Amended to Act No. 28 of 2551 (2008)).
- Thailand. Labor Protection Act (Amended) 2018.
- UN Women. 2011. *Progress of the World's Women 2011-2012: In pursuit of justice*. www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2011/progressoftheworldswomen-2011-en.pdf.
- UNODC (United Nations Office on Drugs and Crime). *Seventh United Nations Survey of Crime Trends and Operations of Criminal Justice Systems, covering the period 1998-2000*. https://www.unodc.org/pdf/crime/seventh_survey/7sc.pdf.
- UNODC (United Nations Office on Drugs and Crime). 2013. "Cambodia holds second advanced training on gender equality for protecting exploited children." <https://www.unodc.org/southeastasiaandpacific/en/cambodia/2013/07/gender-equality-training/story.html>.
- UNODC (United Nations Office on Drugs and Crime). 2018. *Global Report on Trafficking in Persons 2018*. www.unodc.org/documents/data-and-analysis/glotip/2018/GLOTIP_2018_BOOK_web_small.pdf.
- United States Department of Justice Equal Employment Opportunity Commission. 2016. *Advancing Diversity in Law Enforcement*. <https://www.justice.gov/crt/case-document/file/900761/download>.
- United States Department of State. 2016. *Brunei Darussalam. Country Reports on Human Rights Practices for 2016*. Bureau of Democracy, Human Rights and Labor. www.state.gov/wp-content/uploads/2019/01/Brunei.pdf.
- Viet Nam. Labor Code 2019. No. 45/2019/QH14. Section 140 (effective January 2021).
- Victoria Equal Opportunity and Human Rights Commission. 2015. *Independent review into sex discrimination and sexual harassment, including predatory behaviour in Victoria Police*. State of Victoria. Australia.
- Victoria Police. 2018-2019. Annual report. <https://www.police.vic.gov.au/annual-report>.

Ward, A., and T. Prenzler. 2016. "Good practice case studies in the advancement of women in policing." *International Journal of Police Science & Management* 18(4): 242–250.

The Washington Post. 2015. "How More Female Police Officers Would Help Stop Police Brutality." 2 July.

Weiss R. 1994. *Learning from strangers: The art and method of qualitative interview studies*. New York: The Free Press.

West, C., and D. H. Zimmerman. 1987. "Doing Gender." *Gender & Society* 1(2): 125–151. <https://doi.org/10.1177/0891243287001002002>.

Woolley, A. W., C. F. Chabris, A. Pentland, N. Hashmi and T. W. Malone. 2010. "Evidence for a collective intelligence factor in the performance of human groups." *Science* 330(6004): 686–688.

World Economic Forum. 2020. *Global Gender Gap Report 2020*. www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality.

Yang, Y., N. V. Chawla and B. Uzzi. 2019. "A network's gender composition and communication pattern predict women's leadership success." *Proceedings of the National Academy of Sciences of the United States of America* 116(6): 2033–2028.

Yu, Helen H. 2018. "Glass Ceiling in Federal Law Enforcement: An Exploratory Analysis of the Factors Contributing to Women's Career Advancement." *Review of Public Personnel Administration*. doi.org/10.1177/0734371X18794254.

ENDNOTES

- 1 As per information provided by the national police agencies during country visits. Please see further detailed references below.
- 2 “Outside” and “inside” police work do not strictly refer to working outdoors or indoors; the terms are used to conceptualize ways that policing functions can be gendered. For example, investigating cybercrime is generally indoor work, but to date remains a masculinized law enforcement function despite not requiring physical strength or endurance, the lack of which is often cited as a barrier for women to perform some operational or investigative functions.
- 3 For the purposes of this research, law enforcement institutions refers to State agencies that have a mandate to enforce laws, generally of a criminal nature, or undertake policing functions for the protection of public safety, domestic/internal security and border security. These agencies include but are not limited to the police, immigration, maritime security and customs. Notably, various levels of government, for example, local administrators and departments (e.g., health) have law enforcement functions that can intersect with policing and security although they are not within the scope of this review. In addition, countries across Asia have differing levels of plural policing and security arrangements with various levels of private sector integration. Private sector law enforcement and security agencies are not considered here but for particular countries may warrant further review. Functions may include, for example: (1) frontline patrol, community engagement, emergency response and crime scene investigations; (2) analysts of crime trends, terror financing, corruption, money laundering, cybercrime, trafficking, anti-narcotics and other transnational crimes; (3) physical or digital/online screening, monitoring and surveillance; and (4) supervision, management, strategic planning, leadership and oversight of law enforcement functions or activities.
- 4 McLeod and Herrington 2017.
- 5 See, for example, Humiston and Rabe-Hemp 2020.
- 6 Lovenduski and Norris 2003, Lovenduski, ed. 2005.
- 7 See, for example, Miller and Segal 2018.
- 8 INTERPOL World 2019: A Snapshot, internal document
- 9 States are also obliged to “modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women” (CEDAW, Article 5a).
- 10 Woolley et al. 2010.
- 11 Miller, A. R. & Segal 2018.
- 12 Ibid.
- 13 ASEAN Secretariat 2016, section 3.5.1.
- 14 McCarthy 2013.
- 15 Lonsway 2000, Porter and Prenzler 2017.
- 16 Tankebe 2013.
- 17 Australian Commission for Law Enforcement Integrity 2017.
- 18 Miller and Segal 2018.
- 19 Perova and Reynolds 2017.
- 20 UN Women 2011, p. 59.
- 21 UNODC 2018.
- 22 And subsequent Security Council resolutions on women, peace and security: 1820 (2009), 1888 (2009), 1889 (2010), 1960 (2011), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019) and 2493 (2019).
- 23 Bacon 2015.
- 24 OSCE n.d.
- 25 Ibid.
- 26 At the time of publication, consultations had been held in Cambodia, Lao People’s Democratic Republic, Thailand and the Bangsamoro Autonomous Region in Muslim Mindanao in the Philippines between February 2019 and February 2020.
- 27 The tables are based on replies from 177 female officers who completed the survey.
- 28 Kaiser 2009.
- 29 Weiss 1994.
- 30 Starman 2013.
- 31 The data are drawn from a range of sources and sometimes may include other national security forces (not only police) or only include data available for commissioned

officers. Brunei: Based on information provided in 2019 by the INTERPOL National Central Bureau in Brunei, women comprise 17 per cent of the Brunei Police Force, including commissioned and non-commissioned officers. Cambodia: Information provided by a representative of the Personnel and Training Department of the Cambodian National Police indicated that women comprise approximately 8 per cent of police officers. Indonesia: Based on information provided in 2019 by the INTERPOL National Central Bureau in Indonesia, women comprise approximately 6 per cent of police officers, including commissioned and non-commissioned officers. Lao People's Democratic Republic: Based on information provided in 2020 by the INTERPOL National Central Bureau in Vientiane, women comprise approximately 20 per cent of the Lao Police Force, between the ranks of sergeant to brigadier general. Malaysia: Based on information provided in 2019 by the INTERPOL National Central Bureau in Malaysia, women comprise 18 per cent of police officers, including commissioned and non-commissioned officers, and administrative and professional positions. Myanmar: Based on information provided in 2019 by the INTERPOL National Central Bureau in Myanmar, women comprise approximately 13 per cent of police officers between the ranks of second lieutenant to lieutenant general. Philippines: Based on information provided in 2019 during interviews, women comprise approximately 17 per cent of police officers, including commissioned and non-commissioned police officers. Singapore: According to the official website for the Singapore

Police Force, women comprise 19 per cent of officers (www.police.gov.sg/media-room/features/the-evolution-of-women-in-policing). Thailand: Based on information provided in 2019 during interviews, women comprise 16 per cent of commissioned officers working as police officers for the Royal Thai Police. The total number (i.e., including non-commissioned officers) is not known. Viet Nam: Interviewees indicated women comprise 15 per cent of police officers. According to the Ministry of Public Security, the maximum number of women who can be recruited into the Public Security Forces for logistical, policy and administrative positions is 15 per cent, and a maximum of 10 per cent for operational roles (see Ministry of Public Security of the Socialist Republic of Viet Nam. Hanoi 2016).

- 32 Information is based on interviews with male and female officers in the countries indicated.
- 33 According to a study conducted by UNODC in 2000, Singapore had reached 19 per cent female participation in its police force. In the course of this research, the Singapore Police Force provided official information that in 2000, women comprised 13 per cent of police officers. It is not clear why there is a discrepancy. See UNODC 2000.
- 34 Some countries include periods of colonial rule while others do not.
- 35 ASEANAPOL, Royal Brunei Police Force.
- 36 ASEANAPOL, Cambodia National Police.

- 37 ASEANAPOL, Indonesia National Police.
- 38 Lao People's Democratic Republic. 2014. Protect and promote the outstanding nature and traditions of the Lao people's public security force. (Release for publicity and lecture purposes on the 53rd anniversary of the Public Security force 5 April, 1961 - 5 April, 2014)
- 39 ASEANAPOL, Royal Malaysia Police.
- 40 ASEANAPOL, Myanmar Police Force.
- 41 ASEANAPOL, Philippine National Police.
- 42 Singapore Police Force, www.police.gov.sg/.
- 43 Haanstad 2013.
- 44 Thailand has adopted a national policy to implement measures relating to women, peace and security for 2016-2021. See United Nations Security Council 2019.
- 45 ASEANAPOL, People's Police Force, Viet Nam.
- 46 Reiner 2010.
- 47 Chan and Ho 2017.
- 48 Martin 1980 and Rabe-Hemp 2009.
- 49 Goffman 1976, p. 7.
- 50 Deutsch 2007.
- 51 Rabe-Hemp 2009.
- 52 Belknap 2001.
- 53 Ibid.
- 54 Rabe-Hemp 2009.

- 55 Ibid.
- 56 Chan, Doran and Marel 2010.
- 57 Ibid.
- 58 Ibid.
- 59 Silvestri 2015.
- 60 Singapore Police Force 2019b.
- 61 Singapore Police Force, Facebook page.
- 62 Singapore Police Force, "Saluting our female officers."
- 63 Rabe-Hemp and Garcia 2020.
- 64 Poothakool and Glendinning 2013.
- 65 Bangkok Post 2018.
- 66 Ibid.
- 67 EUROPOL 2013.
- 68 Silvestri 2006.
- 69 Silvestri 2003.
- 70 Chan, Doran and Marel 2010.
- 71 This is not limited to police women in ASEAN as it was also reported by Rabe-Hemp 2009. The conditions of the interviews with female officers may also elicit responses the interviewee might see as desirable for the research project (Rabe-Hemp 2009, Presser 2005).
- 72 Bangkok Post 2018.
- 73 Rabe-Hemp 2009, p. 119.
- 74 By describing women as having feminine characteristics that make them suitable for some policing functions, female officers are "doing gender" (West and Zimmerman 1987), despite also being good at a wider range of operational and leadership functions.
- 75 Section A.3.2. v. of the ASEAN Political-Security Community Blueprint 2025 refers to "Undertak[ing] studies to promote gender mainstreaming in peacebuilding, peace process and conflict resolution".
- 76 Economic and Social Commission for Asia and the Pacific 2019.
- 77 Office of the Presidential Adviser on the Peace Process, Government of the Philippines 2017.
- 78 Office of the President, Philippines Commission on Women 2009.
- 79 The Philippines, Philippines National Police Reform and Reorganization Act of 1998 (Republic Act. No. 8551).
- 80 Philstar Global 2018.
- 81 PeaceWomen n.d.
- 82 United Nations Security Council 2019.
- 83 Cambodia, National Action Plan to Prevent Violence Against Women II 2014-2018.
- 84 Ibid., outcome indicator 3.2.2.3. 11c., p. 21.
- 85 UNODC 2013.
- 86 Committee on the Elimination of Discrimination against Women 2018.
- 87 International Association of Women Police 2014.
- 88 The conference was scheduled for 2020, but postponed due to the COVID-19 pandemic.
- 89 The Philippines, Philippine National Police Reform and Reorganization Act of 1998 (Republic Act. No. 8551).
- 90 See Philippines National Police 2017 and 2018.
- 91 Singapore Police Force 2020.
- 92 Information provided by female police officers during the interviews.
- 93 The Star 2017.
- 94 Brudirect 2019.
- 95 Asia News Network 2018.
- 96 The information on the percentage of women in the police is not available in the public domain. Based on data from the interviews, the percentage of women is between 5 per cent and 10 per cent, and the total number of women working in Viet Nam's Public Security Forces is around 15 per cent.
- 97 Jardine 2019.
- 98 Interviews with officers from the Royal Brunei Police Force.
- 99 Interviews with officers from the Cambodian National Police.
- 100 See Strategy 1.1.5. of the Action Plan for Mainstreaming Gender in the General Commissariat of National Police for 2019, Gender Working Group of the General Commissariat of the Cambodian National Police.

- 101 Interviews with officers from the Indonesian National Police for this research.
- 102 8th Five-Year National Socio-Economic Development Plan (2016–2020). Ministry of Planning and Development. Lao People’s Democratic Republic. Section 6.7.3.2.
- 103 Interviews with officers from the Royal Malaysian Police for this research.
- 104 Frontier Myanmar 2018, and information provided by the INTERPOL National Central Bureau in Myanmar. 2020.
- 105 The Philippines, Philippines National Police Reform and Reorganization Act of 1998 (Republic Act. No. 8551).
- 106 See the Philippines National Police 2015, 2017 and 2018.
- 107 Office of Police Personnel 2018.
- 108 Ministry of Public Security of the Socialist Republic of Viet Nam 2016.
- 109 Jardine 2019.
- 110 Committee on the Elimination of Discrimination against Women 2018.
- 111 Ibid.
- 112 Childs and Krook 2006.
- 113 Chan, Doran and Marel 2010.
- 114 Ibid.
- 115 Jenne 2019.
- 116 United States Department of State 2016, p. 11.
- 117 Karaffa and Koch 2015.
- 118 Rappler 2019.
- 119 UN Women conducted a rapid assessment of the Maria Police Station in February 2020. The method involved individual interviews with key senior officers and community stakeholders, and a focus group discussion with frontline officers.
- 120 Philippine Information Agency 2019. The article cites Brigadier General Sinas as stating that the reason for establishing the all-women police station was to support the Republic Act 7192 on Women in Development and Vision Building (1991). See Section 7: Admission to Military Schools: “Any provision of the law to the contrary notwithstanding, consistent with the needs of the services, women shall be accorded equal opportunities for appointment, admission, training, graduation and commissioning in all military or similar schools of the Armed Forces of the Philippines and the Philippines National Police not later than the fourth academic year following the approval of this Act in accordance with the standards required for men except for those minimum essential adjustments required by physiological differences between sexes.”
- 121 Interview with the provincial police chief, UN Women and UNODC, February 2020.
- 122 Philippines Statistics Authority 2015.
- 123 Philippines National Police, Maria Police Station statistical report for July 2019 to February 2020.
- 124 Ibid.
- 125 Interview with the chief of police, Maria Police Station, Siquijor, Philippines, UN Women and UNODC, February 2020.
- 126 Thailand, Criminal Procedure Code (Amended to Act No. 28 of 2551 (2008)).
- 127 Lonsway 2000.
- 128 McCarthy 2013.
- 129 National Center for Women and Policing 2002.
- 130 The figures were provided by the National Police of the Republic of Korea in September 2019 through the kind support of an INTERPOL-seconded high-ranking police officer.
- 131 Based on information provided in 2019 by the INTERPOL National Central Bureau in Indonesia. The percentage includes the ranks of assistant superintendent, superintendent and senior superintendent
- 132 Based on information provided in 2019 by the INTERPOL National Central Bureau in Brunei. The percentage includes the ranks of superintendent and senior superintendent of police.
- 133 National Police Commission of the Philippines 2014.
- 134 Ibid.
- 135 Yu 2018.
- 136 For this research, lower-ranked officers are considered all those below the rank of colonel (or equivalent). Higher-ranking positions include the rank of colonel and above.

- 137 Entitlements according to interviews with officers in this study and/or verified as per available information for public servants in each country.
- 138 Brunei Darussalam, Maternity Leave Regulation 2011.
- 139 Although there is no official paternity leave entitlement for police in Brunei, female officers interviewed in this study indicated men could typically negotiate approximately two days off with their supervisor.
- 140 Cambodia, Labor Code 1997.
- 141 Although there is no official paternity leave entitlement for police in Cambodia, female officers interviewed in this study indicated men could typically negotiate approximately two days off with their supervisor or draw on their annual leave.
- 142 Indonesia, Labor (Manpower) Law 2003, and Chief of INP Regulation No. 11. 2015.
- 143 The Labor (Manpower) Law 2003 stipulates two days of paternity leave for workers. In 2017, the National Civil Service Agency issued a regulation for one month of paternity leave for civil servants. Information provided within the framework of this study indicated these provisions do not apply to the police, and that men must negotiate with supervisors to use their annual leave to support the birth of their child.
- 144 Lao People's Democratic Republic, Labor Law (Amended) 2013. Paternity leave of 15 days was reported by female officers in the study.
- 145 Ministry of Human Resources of Malaysia 2017.
- 146 Information provided by the INTERPOL National Central Bureau in Myanmar. 2020, Myanmar, Social Security Law 2012.
- 147 Note: For solo parents, additional 15 days. Information provided by the INTERPOL National Central Bureau in the Philippines 2020 with source indicated as "Individual Training Program Development Division, Directorate for Human Resource and Doctrine Development, Philippine National Police" and Paternity Leave Act 1996, Section 2 (Amended).
- 148 Ministry of Manpower of Singapore, official website on employment practices (leave).
- 149 Thailand, Labor Protection Act (Amended) 2018. Maternity entitlements were revised to include eight days for prenatal tests if required. Paternity leave is not included in the Labor Protection Act, but is a Royal Decree.
- 150 Viet Nam, Labor Code 2019. No. 45/2019/QH14, Section 140 (effective January 2021). Paternity leave for male police depends on the type of birth, e.g., more days if a baby is born by Caesarean, and social insurance entitlements.
- 151 Office of the President, Philippines Commission on Women, 2009.
- 152 National or institutional approaches to support parents who are police officers vary across the globe. For example, in Norway, male and female police officers are entitled to 12 months parental leave while receiving almost full pay. A study of the career ambitions of male and female police recruits in Norway found they were very similar (Fekjær and Halrynjo 2012). The authors suggested the maternity and paternity entitlements may contribute to women anticipating motherhood may not negatively affect their career aspirations. In addition, the Victoria Police in Australia recently adopted a Parental Leave Backfill Program to ensure that when officers take leave, their position is filled temporarily until their return (Victoria Police 2018-2019, p. 29). This programme was adopted following an independent review into discrimination against female officers (Victoria Equal Opportunity and Human Rights Commission 2015).
- 153 Ministry of Manpower of Singapore, "Shared parental leave."
- 154 Silvestri 2006.
- 155 CNN Philippines 2018.
- 156 Victoria Equal Opportunity and Human Rights Commission 2015.
- 157 Ibarra, Ely and Kolb 2013.
- 158 Yang, Chawla and Uzzi 2019.
- 159 International Association of Women Police, <https://iawp.wildapricot.org/>.
- 160 The Straits Times 2014.
- 161 Singapore Police Force 2019b.
- 162 The Straits Times 2019.
- 163 National Police Commission of the Philippines 2014.
- 164 Viet Nam's Labor Law 2012 and new Labor Law No. 45/2019/QH14

- (approved in 2019 and commences in 2021) stipulate “a female employee nursing a child under 12 months of age shall be entitled to 60 minutes breaks in every working day with full wage as stipulated in the employment contract. The female employees shall choose appropriate time for such entitled breaks but must inform the employers in advance”.
- 165 National Police Commission of the Philippines 2014, section 4.3, sub-section 4.16(j).
- 166 For example, the Republic of Korea funded infrastructure upgrades in Afghanistan, including facilities to accommodate more women police officers. See: www.af.undp.org/content/afghanistan/en/home/presscenter/pressreleases/2012/12/18/korea-gives-50m-support-to-law-and-order-trust-fund.html.
- 167 The data are drawn from a range of open source information, including legislation, and confirmed by the INTERPOL National Central Bureaus in the respective countries except for Thailand.
- 168 Ministry of Interior of the Kingdom of Cambodia 2016.
- 169 As per Article 3: Separate conditions of the examination for recruiting candidates to work under the framework of national police officers of Commune/Sangkat Administrative Police Station and Line Office of the Capital-Provincial Police Commissariats.
- 170 As per Article 4: Separate conditions of the examination for recruiting candidates to work under the framework of national police of the Department of Body Guard, Department of Protection Police.
- 171 As per Article 5: Separate conditions of the examination for recruiting male candidates to work under the framework of national police in the Battalion of the Border Protection Police and Heritage Protection Police.
- 172 As per Article 6: Conditions of the examination for recruiting candidates to work under the framework of national police of the General Commissariat of National Police, General Secretariat, General Department of Logistics and Finance, General Inspectorate, Legislative Council, Police Academy of Cambodia, General Department of Identification and General Department of Internal Audit.
- 173 Information provided to INTERPOL within the framework of this study. INTERPOL 2020.
- 174 Lao People’s Democratic Republic, Edict of the President of the Lao People’s Democratic Republic on the Promulgation of the Law on the People’s Public Security Forces (amended), No. 112/SP, 2017.
- 175 As per interviews with female officers from Lao People’s Democratic Republic for this research.
- 176 Lao People’s Democratic Republic, Edict of the President of the Lao People’s Democratic Republic on the Promulgation of the Law on the People’s Public Security Forces (amended), No. 112/SP, 2017, Article 25 (1&2).
- 177 Royal Malaysian Police 2018.
- 178 UNODC, communication with Myanmar office, 2019.
- 179 Ibid.
- 180 This may have been revised to 5’2” (157cm), according to The Irrawaddy 2018.
- 181 Selth 2015.
- 182 Information provided during interviews within the framework of the study on Women in Law Enforcement in the ASEAN Region 2020.
- 183 Information regarding Commissioned Officers see Royal Thai Police. 2020.
- 184 Ministry of Public Security of the Socialist Republic of Viet Nam 2016.
- 185 Law on People’s Police. Law number: 37/2018/QH14. Socialist Republic of Viet Nam. Luật Công an nhân dân. Luật số: 37/2018/QH14. Cộng hòa xã hội chủ nghĩa Việt Nam. (Vietnamese).
- 186 World Economic Forum 2020.

