UNITED NATIONS POLICE GENDER TOOLKIT
STANDARDISED BEST PRACTICES ON GENDER MAINSTREAMING IN PEACEKEEPING

MODULE 3: CAPACITY BUILDING OF HOST STATE POLICE ON PREVENTING AND INVESTIGATING SGBV
LESSON 6 APPLYING PROBLEM SOLVING TECHNIQUES TO SGBV

Preparatory Notes to Instructor

First edition
2015
**Background**

Police engagement with communities in a post-conflict environment provides scope for building more democratic and inclusive national police services.

Post-conflict communities, in particular women and children, may lack trust and confidence in the integrity and efficiency of the host State police, especially if the latter has been involved in, complicit with, or tolerant of the use of sexual and gender-based violence (SGBV) during and after the hostilities.

Police community engagement rebuilds this trust at all levels. The process of restoring trust in the police requires close engagement between the police and women and children to address gender-related challenges, such as responding to SGBV and addressing specific protection concerns in the post-conflict environment.

This lesson provides standardized training tools for building the capacity of United Nations Police (UNPOL) officers in applying gender perspectives for police community engagement, building a relationship based on trust and mutual exchange of information with groups representing women and children, using problem solving techniques to identify solutions to SGBV and increasing awareness through community outreach activities.

This lesson goes hand-in-hand with the rest of the United Nations Police (UNPOL) Gender Toolkit, including the online e-learning course, the Handbook and the Compendium of Project Tools. Please remember to use and refer to the Project Tools from the Handbook that contain many useful handouts and templates for full comprehension of the material.

**Aims**

The aim of this module is to build the capacity of UNPOL officers in integrating gender perspectives into police community engagement tailored to local needs and local context. It also enhances their knowledge and skills in using problems solving techniques to prevent SGBV.

**Learning Outcomes**

*On completion of the lesson, participants will be able to:*

1. Understand the importance of community engagement for identifying and solving problems
2. Analyse the CHEERS and the PIERS method to identify and coordinate approaches to SGBV-related problems
3. Apply the SARA technique to resolve SGBV-related problems
4. Identify solutions to practical challenges in implementing gender sensitive problem solving techniques

**Duration**
E-learning training course

<table>
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<tr>
<th>Minimum on-line time for self-paced sessions</th>
<th>Self-paced course</th>
<th>Pre-assessment</th>
<th>Final assessment</th>
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<th>Scenario-based exercises</th>
<th>Optional Film</th>
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Face-to-face training course

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<th>Questions/Assessment</th>
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<td>1 hr 20 min</td>
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<tr>
<th>Additional Options</th>
<th>Mission Specific</th>
<th>Optional Film</th>
<th>Optional Activity</th>
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Methodology

This lesson contains a variety of suggested learning activities to keep adult learners engaged. The facilitation team should use as many of the learning activities as time allows and keep them tailored to the target audience. Participants should be fully involved in the learning process through practical exercises, brainstorming sessions, discussion of case studies, working in small groups on specific tasks, etc.

The instructor should inform participants of the content, format and timing. Knowing what to expect, participants can improve their ability to focus on the subject and benefit better from the session.

* Please Note: Instructors are encouraged to add examples and mission-specific information related to the specific deployment of participants, if known.

Instructor Profile

This lesson is best presented by an instructor who has experience in applying gender sensitive approaches to problem solving techniques in preventing SGBV in post-conflict environment. If there is more than one instructor, at least one should have practical experience. The instructor should also encourage questions from the participants and aim for an interactive discussion. All trainees should be encouraged to contribute to the group discussions, case study discussions and in any other activity.

Instructor Preparations
Required Readings


General Preparations

Equipment: The required equipment needs to be adapted according to the setting of the course.

1. For example, flip charts, visual aids etc.
2. If in a classroom and depending on availability of equipment and support, computer and PowerPoint slides, projector and screen.
3. Pens, paper, marker

Materials:
- Copies of handouts.
MODULE 3

LESSON 5

ESTABLISHING SGBV INVESTIGATIVE POLICE STRUCTURES

Learning Outcomes

• Understand the importance of community engagement for identifying and solving problems

• Analyse the CHEERS and the PIERS method to identify and coordinate approaches to SGBV-related problems

• Apply the SARA technique to resolve SGBV-related problems

• Identify solutions to practical challenges in implementing gender sensitive problem solving techniques
Lesson structure

1. Community Engagement

2. The CHEERS, PIERS and SARA models
Lesson structure

1 Community Engagement

**Note to instructor:** This section explains the concept of community engagement. It identifies women as a sub-group in a community and ensures that the different concerns, needs and vulnerabilities of women, men, boys and girls are included in police community engagement.
Note to Instructor: Divide the members into four groups and ask them why police should use problem solving and what the benefits of problem solving are. Ask if they have any examples of a particular reason or benefit that they have personal knowledge or experience of.

Learning Activity Time Required:

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<thead>
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<th>Time</th>
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<td>5 minutes</td>
<td>for report back in large group*</td>
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<td><strong>Total</strong></td>
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<td></td>
<td>*total time dependent on number of groups</td>
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Activity Guidelines:

1. Divide participants into four groups.
2. Provide participants with a flip chart
3. Ask members to identify why police should use problem solving.
4. Ask members to identify what the benefits of problem solving are.
5. During the report back, each group goes through their list and explains the benefits of problem solving.
**Expected Outcome:** Please see slides below.

- In general, problem solving reinforces the community and police working together.
- This approach is useful in increasing the number of resources available to solve problems related to SGBV.
- This section explains the concept of community engagement. It identifies women as a sub-group in a community and ensures that the different concerns, needs and vulnerabilities of women, men, boys and girls are included in police community engagement.
- Problem solving allows the development of medium to long-term strategies for reducing crimes related to SGBV and fear in local communities, particularly from vulnerable groups such as women and children.
- Since the police have limited resources, they must work with the community especially with vulnerable groups to identify and prioritize issues and concerns and respond together to solve the problem.
The benefits of a problem solving approach on SGBV are the following:

- Clear understanding of the causes of community problems on SGBV
- Better working relationships with groups vulnerable to SGBV within the community (i.e. women and children)
- Less fear of crimes related to SGBV and improvement of quality of life, particularly of women and children
- Developing and maintaining trust within the community
Community engagement and problem solving

- Community engagement
- Partnership
- Problem solving

DISCUSSION – 1st part

What is community engagement?
Note to Instructor: This is a three-parts activity, aiming at the discussion of relevant topics within small groups. By the end of each discussion round, participants should not share their findings, as they will present altogether by the end of the activity. Also, expected outcome slides offer further information if necessary.

Learning Activity Time Required:

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<td>5 min</td>
<td>2&lt;sup&gt;nd&lt;/sup&gt; discussion</td>
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<tr>
<td>5 min</td>
<td>3&lt;sup&gt;rd&lt;/sup&gt; discussion</td>
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<tr>
<td>17 min</td>
<td>Presentations and feedback</td>
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<td><strong>35 min</strong></td>
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Activity Guidelines:

1. Ask participants to be organized in field mission-specific groups.
2. Tell them they will have 5 minutes to discuss the question on the slide.
3. When time is over, move to the next slide, displayed below.
4. The purpose of this group discussion activity is for participants to discuss who are the groups within the community that need to be consulted and why. For each of the group discuss how women are represented. Finally, discuss how each group can be engaged and how gender-related issues can be identified for each.

5. Once time has passed, show then the third slide, displayed below.
6. Allot participants 5 minutes to discuss the question on the third and last slide.

7. Allow each group around 3 minutes to present their findings.

8. Present group feedback in the end, based on the information presented below.

**Expected Outcome:** Please see slides below.

- Regarding women as a community,

- The typical groups/persons identified as a priority to be consulted by the police are community leaders such as village chiefs, tribal and religious leaders, head of households or other community representatives. It is important to note that these positions are most often held by men. While men may be sensitive to problems affecting women and children in their community, it is important to find women’s groups who would be able to directly identify problems affecting them and speak for themselves.

- In many communities, women may have a lower status than men due to gender stereotype attitudes, cultural and traditional practices that lead to specific vulnerabilities and problems such as sexual and gender-based violence. These may be interpreted by male and to some extent female
members of the community as ‘normal’ and therefore may not raise it as an issue. While acts of sexual and gender-based violence may not be criminalised as such in the host State penal code (i.e. domestic violence) these acts can often fall into crimes such as ‘assault’ or ‘aggravated assault’. It is important to be aware of such practices and to refer to the host State penal code for either specific and general laws that can apply. It is also essential to use international standards on women’s rights in sensitising your host State police counterparts and in organising community awareness raising activities.

Ensure that women’s groups and associations are consulted, as well as female opinion leaders and in general female members of the community.

For each group/person that is identified in the brainstorming session during the small group exercise, explore the gender perspective by:

- Identifying whether that group or position in the community is typically male or female;
- What is the role of the female members in the group? Do they have a primary or secondary role?
- What is the impact on the female and male members of the community?
- What are the different vulnerabilities of female and male members of the community on this issue?

Ask members to identify ‘WHO’ are the groups/people within the community they think should be consulted by the police for issues and stick them on the flip chart.

During the report back, each group goes through their list and justifies WHY these groups/people have been identified. Ask the following questions:

- What is the benefit to police and what does that group get back
- Are women represented in this group?
- What is the impact on women on the issue/problem that can be raised by this group?
- Why is this relationship worth pursuing?
- Does it pursue the overall goal of crime reduction?
- Note though, that each does not have to be linked to a specific crime reducing activity. But rather building relationships can just be about prevention and preparing for when issues do happen.
Note: The ‘WHY’ should not be about the answers in the manual like gathering information and aligning priorities but rather specific reasons to the specific groups they have named. Have them link the group to the problem they want to address.

An example would be:

- Q: Why should you try and engage your local high school?
- A: Because we are currently experiencing an increased number of fights involving school pupils in the local market.
- Q: Are both male and female pupils involved in the fights?
- A: Yes/ No.
- Q: What is the impact on the female and male pupils and what vulnerabilities do they have when the fights occur?
- A: For example, the personal safety of both male and female pupils are threatened due to disruption on their way to school or when returning home; female pupils are more vulnerable to sexual assault and harassment while male pupils may be physically assaulted etc.

This example shows a specific problem related to a specific group. Of this problem ask “Does it align the priorities of both police and community?”

If yes, then invite suggestions on ‘HOW’ to engage with this group. Use the listed suggestions on the slide below as a prompt.
Police community engagement is a way of the police working in effective partnerships with the community to solve community issues and problems together.

It recognises that the police cannot impose order on the community from the outside but must work from within, that is policing alongside a community.

The aim is on reducing crime and enhancing public safety and reassurance.

In order to enhance the relationship between the police and the community, ongoing consultations should take place. Police community engagement rebuilds trust at all levels. The process of restoring trust in the police requires close engagement between the police and women and children to address gender-related challenges such as responding to SGBV and addressing their specific security concerns in the post-conflict environment.

Engaging with women in the community helps police do their job better by finding solutions that are adapted to their needs.

The participation of women in consultation and engagement leads to several benefits:
- Ensures access by all members of the population to the police and law enforcement agencies.
- It creates the application of a much broader range of police approaches and perspectives.
- This leads to the professionalism of the police service.
- As standard-setters, UNPOL have a duty and responsibility to champion gender-sensitive policing practices.

Engagement, partnership and problem solving is an on-going cycle.
Step 1: Identify women and children’s groups in the community and their protection needs

- What is a community? A community can be defined as a group or people who live in a certain area
- What is a sub-community? Women and children’s groups often form a sub-community within a community with their own defining or unique characteristics
- Officers should recognize women and children’s groups as sub-communities, as often they are an unheard voice in the larger community.

Step 2: Involve female police officers

- Ensuring female officers are in a position to meet the community provides a greater means to interact and converse with the women and children of the community. Female UNPOLs and female police officers from the host State can be used to bridge that segregation and reach out to women in the community to identify their security needs. The female representation within the police helps the team become part of their community. It is useful to identify characteristics and skills within your teams to be used for best effect.
- It can be easy to categorize sub-communities such as women as being vulnerable. This in turn can create a perception that this sub-community is in fact a weaker group of persons thus further marginalizing that sub-community. An attitude must be taken that this sub-community group is being empowered to recognize the strengths that they have. Therefore showing female police officers in positions of power is a valuable role model to the women and girls in the communities.

- Female officers working in patrol and fixed posts in high population areas improve visibility and reassurance for persons, particularly women and children, within those areas.

**Step 3:** Obtain the trust and confidence of women and children in the community

- Obtain the trust and confidence of women and children in the communities by demonstrating support to gender and child protection issues and representation.

**Step 4:** Build partnerships

- Partnerships are the basis of community engagement, whereby police and the community work together to address issues of mutual concern.

- Partnerships are a commitment by individuals and organizations to work together to obtain a common goal.

**Step 5:** Apply a problem solving approach

- By targeting SGBV crime patterns, police and the community can concentrate resources to reduce these crimes and fear of these crime.

- Target hot locations to reduce SGBV crime.

- Involve stakeholders in SGBV problem solving analysis

- Take time to plan and consult

- Each partner takes a part of the problem
Note to Instructor: This slide aims to be a wrap up of the previous discussion, while offering participants to think of challenges when engaging with the community in a post-conflict environment. Below, further information is provided as per expected outcomes.

When police first start community engagement with problems affecting women and children, particularly sexual and gender-based violence there are often issues that will influence the success of these attempts. Some of these issues are discussed below:

Fear – some members of the community may be afraid of others seeing them talk to police or mistrust the police because they have been involved in sexual and gender-based violence during the conflict. To overcome this, police need to discuss these concerns and demonstrate their sincerity by acting with integrity and professionalism.

Lack of Interest – some community members may be disinterested because they don’t understand what the problems are, they may not see how they can help, or they may simply want to ignore the issues and get on with their own life. Sexual and gender-based violence may be tolerated or condoned in the society, part of the culture or social norms and therefore can be considered by community members as ‘normal’ or that there is nothing that can be done about it. It may also be taboo and
raising it in public can lead to stigmatisation. By reassuring community members that problems affecting women and children, particularly sexual and gender-based violence, are not ‘normal’ and should never be tolerated nor condoned and by providing support to persons who raise it to avoid stigmatisation, this will show that they can make a positive difference. Celebrating successes in problem solving will also encourage community members, particularly women and the youth to participate.

**Lack of Motivation** – Sexual and gender-based violence may take time to resolve and if there is little or no progress some women and children’s groups can lose interest believing the problem is just “too big”. By using the problem solving model (see below for SARA) and reviewing progress, police can provide leadership and feedback to overcome this.

**Feel input not considered** – When the community come with ideas on addressing women and children’s issues, particularly SGBV, it is important to consider them fully. Some may not be feasible due to legal, resource, or political constraints. Police must explain why they cannot do what the community wants. Community members will respect the honesty and feedback they receive, *but don’t just ignore their suggestions* or they are likely to give up on trying to help and contribute.
Being a part of the community means participation and engagement.

Engagement happens when people are seen and spoken to.

To fully engage with all members of the community, the police need to ensure that they have the means and capacity to reach out to women and children.

An essential strategy is to involve female police officers in activities and ensure the role of women in a lead role in policing units that deal with problem solving and issue resolving is important.

The support of male officers to the role of female officers is essential especially that they form the majority of supervisors. This also includes working alongside host State police officers to promote the role of equal member teams where all members actively support and encourage each other.
BUILDING PARTNERSHIPS

Remember to

- Identify UNPOL goals and objectives related to SGBV
- Clearly communicate these objectives to other parties
- Clearly identify objectives of partners
- Ensure the HSP is included in these deliberations
- Seek a realistic consensus on how the parties can support each other

Lesson structure

2 The CHEERS, PIERS and SARA models
Note to Instructor: Ask the group to provide some of the challenges that they can think of for police when it comes to engaging with the community in a post-conflict environment.

Problem solving is about:
- Eliminating the source of the problem;
- Or reducing the incidents and effects of the problem;
- Obtaining and using information to make real decisions;
- It is the role of the police officer to be aware of issues that can become potential problems for the community;
- Becoming aware of what is happening in a community emphasises the need to know what is happening at a grass roots level so issues can be addressed before they become larger problems.
A police officer can use the **CHEERS** method to help define if a series of events or factors could become a community problem or is already a community problem.

**CHEERS: SIX ELEMENTS FOR IDENTIFICATION**

- A problem related to SGBV does or could affect the vulnerable members of the **Community**.
- People **Expect** the police to solve the problem.
- The problem keeps **Recurring** over short or long periods of time.
- The problem related to SGBV is **Harmful** to the vulnerable members of the community.
- There has been more than one **Event** of a similar type.
- There is a **Similarity** between the events or other problems.
The CHEERS method involves analysing the problem according to the following six elements:

- **Community**: The problem does or could affect the *community*
- **Harmful**: The problem is or can be *harmful* to the community.
- **Expectation**: There is an *expectation* for the police to deal with the problem.
- **Event**: There has been more than one *event* of a similar type.
- **Recurring**: The problem keeps *recurring* over short or long periods of time.
- **Similarity**: There is a *similarity* between the events or other problems.

Always use the CHEERS test before starting on a community problem and ask if it has all six elements. If it does not, it is probably not suitable for a problem-oriented policing project.

This is why it is important to have officers speaking with the communities and sub-communities as they will provide the best information to make decisions.

The participation of female police officers with whom women and girls may be more comfortable to speak on issues such as SGBV is very important.
The PIERS Model is a way to bring a comprehensive police response to a problem once it has been identified. It is a generic approach which can be applied to SGBV crimes.

The PIERS approach breaks down police tasking to provide a coordinated approach in tailoring response to the protection of the security of women and girls in particular from SGBV within a community.
The PIERS approach is not a step-by-step process but rather a way of bringing together a comprehensive police response.

- Prevention: Prevent and reduce SGBV crimes.
- Intelligence: Improve knowledge on SGBV crimes.
- Enforcement: Investigate SGBV cases.
- Reassurance: Improve public confidence to report SGBV crimes.
- Support: Improve non-operational police actions, such as training of police on SGBV and awareness raising initiatives with community members.
The SARA method is a continual cycle and is a form of analysing while looking for solutions.

After having identified a problem, the SARA model can be used to resolve a problem.

SARA is a form of analysing while looking for solutions.

The SARA model has four steps:

- Scanning
- Analysis
- Response
- Assessment

With SARA if you cannot complete one part of the cycle due to an issue, you then use the same model to work on that issue until it is resolved. Then continue to work on the main SARA cycle problem.

SARA is a method to use in approaching a problem and thinking through it to find a solution.

It helps put a focus on determining the steps to get to a solution.
SARA

- Scanning
- Assessment
- Analysis
- Response

It can be used on small or large problems.

If you cannot complete one of the steps, you can use the same model to work on that issue until it is resolved.

ACTIVITY

1. Get together in your field mission-specific groups.
2. You are going to be assigned a specific Carana scenario.
3. Apply the SARA model.
4. Be ready to present to your peers.

Further guidance is given on the next slides and on the handbook provided to you.
Note to Instructor: The purpose of this group activity is to learn how to scan, analyse, develop a response and carry out an assessment to a problem. It is important to notice that, even though the activity is presented now, so that participants can already comprehend the content with a case study, correction should occur by the end of the presentation. Hence, by the end of the presentation, participants should be given 10 minutes to discuss and 20 minutes to present and receive feedback. The suggested outcome and instructions are included below.

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<td>20 minutes</td>
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Activity Guidelines:

1. Organize participants in four groups.
2. Explain each group will receive a Carana scenario, to which they are asked to apply the SARA model.
3. Tell students they will have time later on to discuss and present. For now, they should get familiarized with the scenario as further explanations regarding the SARA model are provided by the instructor.
4. Tell them they are expected to apply the Assessment component of the SARA model. They can also use their handbooks to assist them in their task.
5. By the end of the presentation, after participants have discussed, they are then asked to present their results.
6. Feedback should be given by both peers and instructors.
   a. Due to the time constraints and the limited amount of information contained in the scenarios, participants are not expected to be able to develop complete extensive responses, it is more about
working through the process of problem solving. There are no right or wrong answers.

**Expected Outcome**

**Scenario 1**

**(Scanning)** The problem affects men travelling to an IDP camp in Mahbek. They are held captive for some time and are repeatedly sexually assaulted by groups of men. When they are released they are ostracised by their wives, families and communities.

**(Analysis)** The men are abducted/kidnapped whilst they are travelling with their families and are vulnerable to attack. The offenders may have chosen this particular road as it is near their base. The men are taken to the offenders base camp? and held prisoner and sexually assaulted. The motivations of the offenders appear to be primarily concerned with humiliating and dominating the victims. There appear to be numerous offenders who are organised, possibly armed militia? They pose a significant risk.

**(Response)** The groups involved are the victims, offenders, victim’s families, police, NGOs, health professionals (doctors, nurses).

- A possible solution for the groups involved to deal with the problem is eliminating the problem however this may be beyond their capacity. A possible alternative solution is reducing the occurrences of the crime and providing medical and psychological help to the victims and their families.

- This could be achieved through educating the community, NGOs and police about the existence and extent of the problem of men being abducted and sexually assaulted. They can then respond by developing processes to deal with male victims.

- Police can provide protection to people travelling to the IDP camp, directed patrols and enforcement if the offenders are identified and located. Community mobilisation can encourage people to travel in larger groups

**Scenario 2**

**(Scanning)** The problem is domestic violence and affects women living in an IDP camp. The problem has worsened since moving to the camp and since her husband lost his job. The problem happens in the home
and Phipe is afraid of the consequences of reporting the violence to police.

(Analysis) The problem occurs in the home as it is domestic related. Domestic violence is considered a private matter and outsiders do not wish to intervene. The men in the camp are reported to be frustrated at being unable to provide for their families and are becoming violent. The victims are the women and the offenders are their husbands.

(Response) The groups involved are the victims (wives), offenders (husbands), police, community (neighbours?), NGO (Equality), health professionals (doctors, nurses).

- A possible plan is to look at ways to provide employment for men within the camp or maybe for them to take on some of the work that women traditionally do? Set up a referral network between health clinics, hospitals, NGOs and police so the reporting process is more accessible for women and they are provided with support. Police to develop a domestic violence policy and arrest offenders instead of warnings. Public meetings and education around the issue of domestic violence and importance of witnesses intervening or reporting domestic violence crimes.

Scenario 3

(Scanning) The problem is the sexual assault of Tatsi boys who are migrating through the Maldosa region on their way to the capital. The problem has occurred in the last two months with twelve known victims. Police are now aware of the problem and are investigating the problem.

(Analysis) The victims are Tatsi boys who are being sexually assaulted, by a police officer who is demanding sex in exchange for food and supplies. They are then threatened with arrest if they tell anyone. The victims are vulnerable due to their age, circumstances and fear of a person in authority.

(Response) The groups involved are the victims and their families, police and NGO. In this situation the owner of the problem should be the police and they should respond by carrying out a thorough investigation of the officer involved. This may require that officers from another area conduct the investigation so as to be impartial. Police should consider using specially trained child interviewers when interviewing victims and publicly reassure communities that there will be no negative repercussions for them. The NGO can assist the investigation by providing information on possible victims and by liaising with potential complainants about the investigation process. A referral
network could be established, linking health clinics, schools, NGOs and police so as to assist in identifying victims and providing support and information.

**Scenario 4**

(Scanning) The problem affects all people who are made refugees by the armed conflict, but sexual assaults on girls is the main problem highlighted in this scenario. Robbery has also been committed. The problem occurs whilst people are travelling between towns.

(Analysis) The problem may have occurred in this location as it is where the offenders live or they are based nearby. The offenders appear to be armed militia, armed with firearms and are travelling on horseback or camel. They are offending in large groups. They are able to control the victims as they have firearms. The victims are primarily young girls travelling with their families between towns.

(Response) The CHEERS method identifies this issue as a community problem, however it is a very large and expansive problem that requires many resources. Although the crimes committed are rape and robbery, the underlying issue is internal conflict / civil war which has resulted in lawlessness and security services being overwhelmed and unable to protect the countries citizens.

- The response could focus on reducing the frequency of the attacks by police or security services providing escorts for people travelling between towns or patrolling the areas where the incidents are occurring. This could involve community groups mobilising to travel in convoys and notify the police when they are doing to. Community groups and organisations could develop networks that share information on the whereabouts of the armed militia with security services so they can be more effective in locating and arresting them.

- The response could also include establishing a referral network for the girls who have been sexually assaulted so as to provide a mechanism where they can receive medical help and counselling and feel safe reporting the crimes to police.
SCANNING

- It is important that assumptions are not made about information that is collected.

- Identify SGBV problems that happen regularly by searching based on crime type and location.

- Gather information from many sources, not just police sources, such as surveys, NGOs, community meetings and government agencies.

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SCANNING

Define the exact nature of the problem and its cause.

- **Behavior**: What are the actions associated with the problem?
- **Location**: Where does it occur?
- **Time**: When does it happen?
- **People**: Who are involved?
- **Item**: What property is being targeted?
Define the exact nature of the problem and its cause.

- **Behavior**: What are the actions associated with the problem?
- **Location**: Where does it occur?
- **Time**: When does it happen? (Between what hours, on what day, month, or is it a seasonal problem - rainy/ dry?)
- **People**: Who are involved?
- **Item**: What property is being targeted?

In regards to locations:

- Why this particular location? (Consider a visit to look for yourself at the time the offences are occurring)
- Why do offenders choose this location?
- Where do they go after committing the offence?
- Why are victims there?
- Are there environmental features that cause the problem (lighting, vegetation, remote location, etc)
Develop Objectives:

- Identify problem owner (not police)
- Decide: Do we want to eliminate, reduce harm, or reduce the number of incidents caused by the SGBV problem?
**ANALYZING**

**VICTIMS:**
- Who are they?
- What do they have in common?
- Why are the victims vulnerable at certain times?
- Can they protect themselves better?

**OFFENDERS:**
- Who are they?
- How many?
- How old are they?
- Access to vehicles and/or weapons?
- Do they have gang associations?

**Involves examining information to make deductions and identify the cause, and looking for reasons behind events.**

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**OFFENDERS:**
- Who are they?
- How many?
- How old are they?
- Access to vehicles?
- Do they have gang associations?
- What are their weaknesses?
- What risk do they pose?
- Do they use weapons?
Use crime triangles to consider the range of issues involved in the problem.

Crime triangles are often used to understand and visualize crime and disorder problems.

For an SGBV crime to occur, three elements must be present – the victim, the offender and a location. The presence of all three presents the opportunity for an SGBV crime to occur. Without any one of these the SGBV crime cannot occur.

Note that technological advances with the internet have increased the complexity in identifying the location of the crime. This location indicates the law and procedures that are in place for law enforcement officials.

Furthermore, for an SGBV crime to occur, the act needs to be penalized in the various legal systems. In the case of human trafficking, for example, there are a series of actions that start in the victim’s country of origin (i.e. issuing of fake passports, fraud etc.) and continues with the victim’s exploitation in either the transit or destination country (i.e. forced prostitution, forced labour etc.). The different actions need to be penalized in the location in which they occurred. If the location is chosen at the place where the victim is being exploited, this would necessitate cross-border police cooperation which is sometimes slow and inefficient, thus making prosecution at every level difficult.
Generally crime is concentrated:
- a small number of locations have more crime committed there
- a relatively small number of victims account for a large amount of victimization
- a small number of offenders commit a large number of offences.

These general trends need to be examined closely for applicability to SGBV crimes.

For example:
- certain types of SGBV may be practiced by a specific ethnic group in a society (i.e. female genital mutilation, female infanticide due to son preference, dowry deaths etc.) or may be more prevalent in certain segments of the society (i.e. potentially higher rates of domestic violence in IDP camps than in other areas of the society).
- certain victims of SGBV may suffer repeated victimisation. For example, domestic violence victims may suffer several incidents of abuse before the case is reported to the police.
- sexual assault offenders such as serial rapists commit a large number of offences victimising several people; during conflict a certain group of offenders may receive an order to commit mass rapes as a tactic of warfare.

Strategies should aim to remove the opportunity for SGBV crime to occur.

Analysis will determine as much information about the SGBV problem. Analysis will find out as much as possible about the victims, locations and offenders to develop an understanding of what is causing the problem.

Questions of Who, What, Where, When, Why and How should be asked about each side of the triangle.

By understanding the offender we can understand why SGBV crime occurs. For an SGBV offence to occur the offender must:
- DESIRE: They want to commit the offence
- ABILITY: Has the skills or tools to commit the offence
- OPPORTUNITY: Be provided with the opportunity to commit the offence
Desire can be driven by power to control others, to keep others in a subordinate position, new trends (i.e. new technology like cell phones) or by needs (money to feed themselves/family).

Ability can be learned, generally the more experienced the person is at committing crime, the more skilful they become.

Opportunity for SGBV crimes can range from the breakdown of law and order in a society due to conflict, natural catastrophe or other disturbance to a culture that tolerates SGBV. For example, in societies where women remain in a subordinate role, SGBV may not be considered a crime in the penal code. Even when such crimes are part of the penal code SGBV can be condoned by community members including law enforcement and judicial officers. Therefore, offenders are rarely brought to the court resulting to impunity for SGBV crimes. Educating people about SGBV as a crime and preventing it can help to reduce opportunity.

Some examples of using education to reduce SGBV crimes include:

- Walking in groups. Walking alone at night may lead to vulnerability to sexual assault.
- Limit alcohol consumption – becoming intoxicated increases the chance of being a victim as one is less able to take care of oneself or recognize dangerous situations.
- Lighting – increasing the visibility of offenders through lighting makes them less likely to wait for opportunities because they can be easily identified or seen by police/public.
- Vegetation – dense or high vegetation offers hiding places or restricts visibility into an area. Trimming low tree branches to ‘head height’ increases visibility and deters offenders.
The response is the biggest phase as this involves action from the various groups involved in solving the problem.

A fundamental phase is to identify how to fix a problem.

This should involve the concerned groups who are part of the problem.

The involvement of women and children/youth in problems that affect them is crucial in finding a solution.

The best solutions are usually those that combine criminal justice and non-criminal justice actions focused on the particular problem and those that allow the community to better handle similar crime problems in the future. Thus, solutions should focus on the long-term and be focused on underlying causes to ensure effectiveness and permanence.
When developing solutions to problems, it is important to ensure that at least two sides of the triangle are addressed.

- **Focusing only on the offender side**, for example, often leaves room for new offenders to replace the old ones, because nothing has been done to change the location or victim sides.

- **Avoid sole use of resource intensive responses**, such as police patrols. They may deter the problem but do not fix the underlying cause. They are expensive and can only be used for short periods.

- **Generate responses with your partners** – strengthen partnerships and use the community.

- **Educate SGBV victims** – prevent them from becoming a victim.

- **Stop SGBV offenders** – prevent them committing crime by arrest for offences committed, education etc.

- **Consider environmental factors** that may stop the problem occurring – lighting, vegetation, design, or location. **Aim to increase visibility (guardians).**
A safe environment: In some societies, women may not be comfortable to speak about violence against women in the presence of men.

A moderator to ensure that everyone gets to speak. The moderator needs to be sensitive about issues of sexual and gender-based violence and capable to reach out to the women in the community and aspire trust and confidence.

Representation of all parts of the community including the different groups of women such as elderly, disabled etc.
Another step within any brainstorming group that have agreed to co-work on a problem is a SWOT analysis.

Strengths
Weaknesses
Opportunities
Threats

Another step within any brainstorming group that have agreed to work on a problem is to firstly undertake a SWOT analysis on the group.

This highlights information as to how the group can later implement their plan.
Strengths and weaknesses are about the group itself. For example, strength in a group may be that there are a number of women from different ethnic groups involved. This can be an advantage because the many different social and cultural views will give a wider perspective. A weakness may be that because of their differences there could be communication barriers due to lack of fluency in a shared language resulting in some confusion and lack of understanding.

The idea is for the group to acknowledge the weaknesses and seek ways to resolve these weaknesses. In this case it could be just setting rules where if anyone has a doubt or feels confused about a discussion, they should not feel shy in querying any issues. The group in turn agrees to support this and not be critical but only patient with one another.

Opportunities and threats are about factors that affect the group and plan implementation from the outside environment. An example might be that an NGO has recently arrived in the area that has resources that can be used such as transportation. This represents an opportunity. A threat might be that other groups wish to compete for those resources. This knowledge helps frame a course of action that could be taken in planning.

The SWOT analysis is a type of scanning that can also be used in the scanning and response phases of the SARA model for groups.
The planning phase determines how to act to deal with the problem.
Phase 1 Define the plan’s objectives: It is very important that the objectives or goals are clearly defined to avoid confusion. The SMART criteria can be used to guide the formulation of objectives.

SMART stands for specific, measurable, achievable, realistic and time bound.

Phase 2 Determine where you stand: This is where you record information that you have obtained through the scanning, analysing and SWOT phases. It gives information about what has happened and the resources available. It helps people to understand why the action needs to be taken and what approaches can be used to tackle the problem.

Phase 3 Define the future: This is where the brainstorming sessions help. This is to consider possible scenarios about what could happen and how to deal with these different scenarios. A question matrix is very helpful in narrowing down what could happen and help determine the course of action.
Phase 4 Choose alternatives after analysis: Determine the best course of action to take after evaluating the alternatives. Then record the steps to take.

Phase 5 Implement the plan and evaluate results: Determine progress and take courses of action necessary to enable the plan to meet its objective.
In community problem solving it is vital that regular meetings are held with the other groups who are involved, to ensure the plan happens.

Action Plans are used as a record of the decisions made by the group and to record expected actions and outcomes. It is important that all discussions and agreed actions are documented and distributed to all partners. Action Plans provide:

- The opportunity to share responsibility.
- A reference point for all partners to ensure understanding, reduce confusion about who is responsible for what actions, and providing a date for expected completion.
- Action Plans provide the opportunity to review actions and remember successful tactics for future use.

- Note: Action Plans can be modified by mutual agreement, particularly if a task is going to take longer than expected – but this must be recorded including the reasons for the change.
The assessment is the final part of the SARA cycle where the reactions or responses to a problem are examined to understand their effect on the desired objectives and to establish whether any further responses are required.

Assessment includes regular communication among the plan’s participants to ensure issues are resolved early so that the plan stays within its timeframe. Projects or plans often fail because not enough consideration was given to this part of the SARA cycle.

During the assessment, discuss and record the WHAT, HOW, and WHEN you will use measurements to assess the progress and success of your response.

‘WHAT’ will measure our success? E.g. a reduction in number of certain offences

‘HOW’ you will find out this information, particularly around qualitative measures, which can often be subjective.

‘WHEN’ should an assessment of progress be made? Important to get focus on ongoing assessment…not just at the end as a new approach can be required if results are not going as expected.
Assessment also applies to the people involved in the ‘Response’ phase as well. Their performance of assigned tasks affects overall success rates, so these need to be included in any review of achievements.

Consider the following questions during the discussion with the community:

- Has the SGBV problem been eliminated, frequency reduced or harm reduced?
- What actions were taken to resolve the SGBV problem?
- Were they completed as agreed?
- Were they effective? If not why not?

Remember successful tactics, improve those that were not successful.

Publicly reward good work – it will encourage future participation.
Assessment can be recorded through quantitative and/or qualitative indicators.

A quantitative indicator is purely numerical where an action can be measured through a number, for example, the number of SGBV cases reported to the police, number of awareness raising / sensitisation forums on SGBV held with community members/vulnerable groups etc.

A qualitative indicator relates to the improvement in the quality of life, for example, the perception of safety and security of vulnerable groups such as women and children from SGBV.
ASSESSMENT QUESTIONS

- Are courses of action or tasks ethically sound?
- Do the solutions abide by the laws of the country?
- Do they fall within the UN resolutions and mandates?
- Do they acknowledge human rights?
- Is the community happy with the outcome?
- Was there representation with affected groups?
- Did the host-state police participate?
- Did community and host-state police work together?

PROBLEM SOLVING KEY MESSAGES

- Identify your persons of influence and persuade them to help
- Be inclusive
- Small communities are most successful
- Only work on one or two problems at a time
- Have a positive attitude to your work
Identify your persons of influence and persuade them to help. People of influence such as elders or political figures can encourage or make communities come together and work, saving valuable time.

Be inclusive. Do not forget about the various groups in a community, particularly women’s groups that often have a great deal of background influence especially in the home away from the public eye where they can persuade their families to a better way of life.

Small communities are most successful. The participants value ownership of the problem and can communicate easily.

Only work on one or two problems at a time. Do not get confused with too many issues.

Have a positive attitude to your work. This will enable people to see that you are committed and satisfied with your role and they too become committed.