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Measurement and Analysis of the Public Perception of the Services and Processes of the Palestinian Civil Police

In the West Bank

Gender Perspective Study

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Implemented by





Measurement and Analysis of the Public Perception towards the Services and Processes of the Palestinian Civil Police, a Gender Perspective Study

Enhancing Women Access to Security and Social Accountability in Palestine “Sawasya”
The Palestinian Initiative for the Promotion of Global Dialogue and Democracy-
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Foreword by MIFTAH

The Palestinian Initiative for the Promotion of Global Dialogue and Democracy (MIFTAH), through its Democracy and Good Governance Program, worked during 2015-2016 in partnership with the Palestinian security services (the police) to address decision makers and policy makers about the quality of security services provided to citizens, and the extent to which they meet society's security needs, especially women. The aim is to develop general policies that contribute to enhancing the principles of justice and social accountability.

This study measures and analyzes the public perception of the Palestinian Civil Police (PCP) services and processes in the West Bank from a gender perspective. It utilizes data from citizens who received direct services from the various police departments, including the Criminal Investigations, Traffic, Anti-Narcotics, Family Protection, Juveniles, and Detention departments, with the aim of improving women's access to security and justice, and enhancing social accountability in Palestine.

The study acknowledges the pertinent role of society, individuals and organizations to develop their relations with the security services owing to the evolution in the concept of security, which gives a greater role to society and its organizations to cooperate with the police. This can only happen by developing the form and content of such a relationship to strengthen confidence and satisfaction.

We hope that this study constitutes a base line for the diagnosis of the status of the Palestinian Civil Police. In doing so the aim is to contribute to making strategies and policies through influencing the attitudes and positions of decision-makers towards enhancing women's access to police services, while taking into consideration the needs and specificities of different groups.

We thank all those who contributed to this study, including the research team, the Palestinian Civil Police, the United Nations Development Program (UNDP) and all the parties that cooperated for the success of this study.

Lily Feidy, Ph.D
Chief Executive Officer

Executive summary

This study was conducted as part of the project “Enhancing Women’s Access to Security and Social Accountability in Palestine,” implemented by MIFTAH, with the support of United Nations Development Program/Program of Assistance to the Palestinian People (UNDP/PAPP).

The aim of this study was to measure and analyze the public perception of the Palestinian Civil Police (PCP) services and procedures in the West Bank from a gender perspective. It also identified the challenges and gaps in police work and developed proposals to contribute to improving work mechanisms and procedures to meet the security needs of male and female citizens. The study is possibly the first of its kind, as it surveyed the opinions of citizens who contacted various police departments for services and made judgments based on their experiences. The study probed the police procedures regarding the Traffic, Anti-Narcotics, Family Protection, Criminal Investigations, Arrest and Detention departments. The study highlighted the positive aspects and those that required improvement to meet the needs of male and female citizens in an optimal manner. It took into consideration the different security needs between men and women, the level of satisfaction with procedures, the main obstacles the police faced and the obstacles that impeded their ability to meet all the security needs. Some obstacles are within the scope of the PCP’s abilities to manage, while others are not, therefore requiring broader efforts.

The findings of this study shall enable the development of policies and interventions that make services and procedures fairer, more gender-sensitive and more responsive to the security needs and interests of women. Therefore, the study’s findings and recommendations can provide guidance to the police in developing their work as well as civil society organizations (CSOs), such as MIFTAH, to support the development of the police. The study may also be useful in directing the donors who support police development programs, including UNDP/PAPP and other donors interested in the security/police sector.

To achieve the objectives of this study the following major questions were raised:

- 1- To what extent do the police structure, departments and services meet the needs of male and female citizens from a gender perspective?
- 2- How do citizens evaluate the police services they received and what is their level of satisfaction?
- 3- What procedures do the police apply to encourage women’s access to their services?
- 4- What are the difficulties that the police face and the gaps in procedures that impede their ability to meet the citizens’ needs (men and women)?
- 5- What are the development proposals that can enhance the police’s ability to meet citizens’ needs (men and women) and overcome these difficulties and gaps?

There were also eleven minor questions addressed to respondents in the following topics:

- Factors that encouraged respondents to go to the police
- Their opinion of the detailed procedures they went through, from reception until arriving to the specialized section
- The level of confidentiality and privacy
- The preparedness of the police stations and utilities
- The availability of basic human needs
- Police behavior and treatment
- Knowledge of the complaints system, its use and satisfaction with the results
- Evaluation of detentions centers and adopted measures
- Levels of discrimination
- The extent to which the Family Protection Units (FPUs) met the needs of women who visited them

Consequently, the study adopted a descriptive analytical approach through providing the context of the relations between the police and society and analyzing it through data collected from the respondent sample selected from the case files of the police in 2016. In doing so it utilizes a quantitative methodology via questionnaires, which were designed to include a set of sections and questions that reflect the responses to the major and minor questions of the study.

The field research team held interviews and distributed questionnaires to a random sample drawn from the police files. The sample amounted to 460 males and females. Of the 460 questionnaires distributed, 445 were returned - a response rate of 97.6%. Females constituted 18.4% of the sample.

To have a comprehensive overview of the adopted procedures, the facilitation of women's access to police services and the challenges that the police faced, qualitative research methods were adopted. This included semi-regular interviews with the police departments (four) and the support departments (including the Gender Unit, Grievances and Human Rights, Planning, Research and Studies), in addition to the Ramallah Police Directorate, as a model to get to know the nature of work and structure of the police.

Hence, the study concluded the following findings and recommendations:

General conclusions:

- 1- The development in the concept of security gives society and its organizations a broader role of cooperation with the police. This can only be achieved through developing the form and content of such a relationship to strengthen confidence and satisfaction.
- 2- The historical and inherited perceptions of the police contributed to creating the perception of the police as a tool of oppression and terror. This is a reason for the widening gap between the police and society. As Palestinians were subject to non-national regimes and a prolonged occupation that is still ongoing, violating the law, in the unconscious, constituted a form of legitimate rebellion.
- 3- Strengthening citizens' confidence in the police constitutes the source of its authority. The legitimacy of the police and its continuity rests in its role in serving society. If the police do not perform its duties or if they abuse their powers to the detriment of individuals and their freedoms, its legitimacy is questionable.
- 4- Building close relations between the police and society does not negatively affect its prestige, nor does it prevent it from performing its normal duties, but strengthens the society's confidence in the police.
- 5- Positive public perceptions of the police depend on several characteristics/attributes of police practices including: justice, respect and humane treatment (called due process).
- 6- Police that cater for the needs of all the groups of in society care about public opinion, perception and attitudes towards its services, their conduct and practices, and takes into consideration culture, age, sex and special needs, i.e. it should be gender-sensitive.
- 7- Experience of police procedures, the type of interactions and how the police treat citizens constitute decisive factors in creating the perceptions towards the police, more accurately than those who do not have any direct contact with them.
- 8- Interaction between the police and citizens is of utmost importance, as studies have revealed that citizens tend to judge the police through the way they treat them and through their processes, rather than through the outcome.
- 9- The global experience of the engagement of women via police services is positive. They proved capable of communicating with the public and of humane treatment, which has contributed to alleviating the use of excessive force.

General conclusions about the Palestinian police:

- 1- The continued Occupation, the restrained powers of the security services (including the police) and their political and security jurisdiction over specific areas (A, B and C) constitute key challenges that hinder police action. Therefore the lives of those in such areas, particularly in Area C and especially women, are difficult because of the lack of police stations, in addition to the cultural and economic barriers that restrain women to access police services.
- 2- Security sector reform, particularly within the PCP, sought to bridge several gaps identified in the strategic document 2014-2016, including the lack of a Police Law, weakness in some applicable laws, incomplete databases, inadequate police stations, the poor public safety system, incomplete training systems, weak infrastructure, poor equipment and poor means of communication with the public. The reform and development efforts contributed to the completion of the training system, the drafting of the Police Law, the development of the database according to administrations, and other continuing developments.
- 3- Despite the difficulties and gaps in police performance, the reform succeeded in overcoming several obstacles. It strengthened public confidence and reached a level of satisfaction that exceeded that of other security services and judicial institutions, according to previous studies. The respondents in this study reported an 80% level of satisfaction.
- 4- Strategic and operational planning alongside the establishment of vital departments, such as Grievances and Human Rights and the Gender, Family Protection and Juvenile units, indicates that the police are taking steps towards institutionalization and development. This indicates that the police care about the rights of citizens and are keen on protecting them at police stations. This further indicates that the police realize the gender-based diversity security necessitates and complies with them.
- 5- As security needs are growing and ongoing, the police need sufficient specialized staff and support equipment, such as patrol vehicles, equipped utilities and support tools. The lack of human resources and supporting equipment have had a negative impact on citizens' views towards the pace at which security needs are being met.
- 6- Despite the importance of women in the police and the benefits of their presence, as indicated from respondents, there is a significant gender gap, with women representing 3.3% of the PCP.
- 7- Completing the diagnostic report about the reality of the structure, practices and processes of the police from a gender perspective and developing a gender mainstreaming strategic plan for the police constitute an achievement. The implementation of such recommendations would change the attitudes and perceptions towards the police, as they would consider the needs and

specificities of different groups in society, while reducing the discriminatory gaps and practices against female citizens at police stations. Such a policy may constitute a factor that enhances women's access to police services and increases their confidence in the police.

- 8- Despite the efforts that the police exert in their work, management and utilities, their public reporting is scarce. These reports do not have data segregated by certain variables, such as gender, although they are segregated according to several other variables.
- 9- Generally, the police processes in different administrations (except for the FPU) apply to all citizens without any special processes for women. This discourages women to go to the police.
- 10- Despite media coverage and the promotion of the police through the public relations and media departments, these efforts are insufficient and do not reach out to all citizens, especially women. The media complements work that improves the public perception of the police, and this still requires improvement.

The conclusions related to the findings in the field:

A- Access to the police

- 1- The availability and proximity of police stations to communities reduce the costs of transportation and constitute an encouraging factor to seek their help. However, several of the respondents indicated that there were no police stations in their neighbourhood, a trend predominant among women respondents. One third of the sample considered the police station far or relatively far, while women respondents said that they were very far. A third of the sample used public transport, with a higher rate among women. The majority considered the cost either low or moderate, while the rest considered it high, with a higher rate among women. Hence, in a society that restricts and controls women's movement, the lack of police stations, distance of stations or the inability to pay the cost of transportation may constitute factors in women's reluctance to go to the police.
- 2- The most common form of access to the police is going directly to the police station. Half the respondents went directly to the police, with a higher rate among women. The lowest rate, 7.9%, was through telephone calls. Although two thirds of respondents knew of the toll-free number, the majority of the remaining third who were not familiar with the toll-free number were women.
- 3- The rate of women who communicated with the police was higher among women with high school education, holders of bachelor's degrees and those in employment, compared to illiterate and literate women, and those who did not work. This indicates that higher levels of education and employment increases women's access to information and access to police services.

- 4- Women's need for the police is less than that of men, as their concerns are mainly in the private domain because of women's roles in society, which restrict them to houses and places of work. However, the study indicated that the rate of complaints among women who went to the police was 81.87%, which reflects that the police has become of greater importance for women who suffer from problems or violations. This is significant in encouraging women to submit complaints, especially considering 82.9% said that they would resort to the police again if necessary and that they encourage other women to go to the police, with a higher rate than men. Hence, women trust the police and their services, are relatively satisfied with their experiences and consider them their resort if they are in trouble.

B- The factors that encouraged respondents to go to the police

- 1- Despite the commonly used tribal form of dispute resolution, two thirds of respondents indicated that they were encouraged to go to the police, with a higher rate for women. Women reported that in the majority of cases their families and acquaintances encouraged them to seek help from the police, particularly from the FPU's. However, the rate decreased in other departments such as in Criminal Investigations and the Traffic Department. This is evident of the good reputation of the FPU's and the high confidence women had in the department's services, which should be used to attract women to seek their help. It also indicates that the other departments must improve their performance to increase women's access.
- 2- Reputation, good conduct and confidence in police performance constitute major factors that encouraged citizens to go to the police. Confidence in their performance constituted an encouraging factor for two thirds of the sample, while good reputation came second, followed by previous experience of going to the police at the lowest rate of importance.
- 3- Regarding the expectations, 47% of the respondents expected a quick response, 47% expected respectful treatment and 45% expected the police to listen to their complaint. A lower rate expected the police to provide protection, explain their rights and explain the adopted procedures. The majority of respondents did not have high expectations, although the questions addressed the due process that the police must adopt. **On the other hand, communication with the police and the level of satisfaction exceeded expectations, which indicates that contact and good experience alters prejudices. Hence, the police have the responsibility to stress fair procedures, so that they strengthen the positive experience among citizens who contact them, irrespective of the nature of the contact or the case.**

C- Knowledge of the complaints system

Despite the existence of Grievances and Human Rights to receive complaints from citizens and the police, more than half of the respondents did not know about it. The amount of women who did not know was 72%, compared to the 54% among men, indicating that this department is not well publicized, especially to women. The lack of branches in the different governorates may constitute another reason. Publicizing the complaints system and informing women of it is a policy that may encourage women to go to the police to obtain their rights and to receive police protection from violators. The number of complaints that women submitted were lower compared to men because of the lack of knowledge and poor contact with the police. At the same time, women's complaints received higher precedence from the department. All of the women who submitted complaints indicated that their complaints were examined and followed up, and that they were satisfied with the outcome, while the rate of complaints heard, examined and addressed among men were lower across the board.

D- The preparedness of police stations

- 1- The police stations and utilities are required to accommodate for basic human needs, with the acknowledgement that needs vary between men, women, the elderly, young persons and persons with disabilities. This reflects the gender sensitivity of the police and includes: making available comfortable waiting areas, with a special section for women, the elderly and persons with disabilities; providing separate toilets; maintaining cleanliness; ensuring the availability of drinking water. All of these factors would increase the level of citizens' satisfaction and comfort, and would encourage them to go to the police. The findings indicated that most of these utilities were adequately available, to some extent, except for poor satisfaction with the availability of sufficient seats and separate waiting areas for women (in a society that does not welcome mixed settings). A relatively high rate of respondents was dissatisfied with the cleanliness and the common toilets for men and women, with a higher rate of dissatisfaction among women.
- 2- Information and instruction boards inside the police stations facilitate the sense of ease for visitors. Moreover, having areas that provide citizens with enough privacy so that they are neither heard nor seen is essential for police work and a right for visitors. Two thirds of the respondents **were aware of the information boards, with a higher rate among women.** Regarding privacy, a third of respondents reported not having enough privacy as the police utilities are not organized to ensure such privacy. There was not a high discrepancy between males and females. Hence, police stations must be aware of this and must rehabilitate and organize the stations accordingly.

E- Police procedures upon reception and referral to specialized departments

- 1- Quick, smooth, clear and uncomplicated police measures increase the satisfaction of citizens in contact with the police. Two thirds of the respondents considered the procedures quick and smooth, while a third considered them slow and complicated, especially in Criminal Investigations and the Traffic Department. A low rate considered them costly. Men were more likely to consider the procedures quick and smooth compared to women, who were more likely to consider them slow and complicated. Owing to their reproductive and productive roles in society, many women do not have enough spare time on top of their responsibilities at home, and at work for those women that work, to wait long periods of time at police stations. Therefore, expediting procedures would encourage women to seek police services (especially considering working women go to the police more often according to the survey).
- 2- Welcoming citizens, directing them to the relevant department and introducing them to the police procedures constitute important aspects that reflect professionalism and respect for competencies. It also reflects the complementary work across the different departments and respect for the rights of citizens to know the procedures. Around 80% of the respondents evaluated their reception as either fully acceptable or acceptable, while the rest considered it unacceptable. The women's evaluation were also positive. The impact of forming a positive impression encourages them to be less hesitant in going to the police again and encourages them to recommend the police services to the people around them. Furthermore 87% of respondents were informed of the police procedures, with men being slightly higher than women. The remainder were not informed, where the rate of women not being informed was higher than men. Despite the introduction to procedures, there still is gender discrimination, therefore the police must improve in informing all citizens of the relevant procedures without any discrimination based on the type of case or the form of contact.
- 3- The waiting period prior to being referred to the specialized department was reported as acceptable, with an average of 21.6 minutes, and without a significant discrepancy between men and women. Furthermore, 82% of the respondents said that procedures of informing citizens of their rights and applicable laws were applied, with more men reporting such than women. All of the respondents who went to the FPU's and Anti-Narcotics were introduced to their rights and applicable laws, but not at Criminal Investigations or the Traffic Department.
- 4- The reading of statements prior to signing is important. While 21% of respondents indicated that their statements were not read, 78.9% indicated that this procedure was applied. Anti-Narcotics was the best, followed by Criminal Investigations (79.1%), the Traffic Department (75.9%) and the FPU's (75%). For those who had their statements read, 98.5% said that they were identical to their actual statements. There were no discrepancies between males and

females. All of the statements were identical in all departments except for the Traffic Department where 95.1% reported that the statements were identical.

F- Police conduct and treatment

Professional conduct constitutes a standard for judging and evaluating the police. It reflects the police's compliance with their code of conduct and the right of citizens to receive decent and humane treatment. The study indicated that 90% of the respondents were treated with respect, while others were mocked (5.1%), were yelled at (3.9%) and were subject to violence (1.5%).

- 1- The FPU's and Anti-Narcotics were the only departments where all respondents felt that they were treated with respect. This is attributed to the strict cultural and social standards around addressing women. They were treated with respect, with a lesser degree of mocking and screaming, and were not subject to violence. The police's acts of aggression derive from their status and place of authority in society, alongside the greater social acceptability to treat men in such ways as opposed to women. Hence, men reported more instances of intimidating behavior when seeking police services. Treating women with respect is an important factor that encourages them to go to the police. The police must stop treating men and women with mockery or violence, in accordance with the requirements of professional ethics and rights of citizens guaranteed by the international human rights conventions, as well as the national laws and the Police Code of Conduct.
- 2- The specialized police work requires listening attentively to the complainants, giving them sufficient time to explain their complaints, respecting their feelings and avoiding discrimination of any sort. This was not the case according to the respondents. While two thirds said that they were given sufficient time to explain their complaints and that the police listened attentively, they failed to take feelings, such as frustration and crying, into consideration. During such process, several complainants said that they felt discriminated against (10.3%), most notably in Anti-Narcotics (60%), followed by the FPU's (25%), Criminal Investigations (17.3%) and the Traffic Department (16.8%). Those who said there was discrimination gave different reasons, such as sex, employment, family, the nature of the case and others. While sex was only a reason for discrimination in Criminal Investigations (10.9%), employment was cited a reason in Criminal Investigations (19.6%), the Traffic Department (16.7%) and at the FPU's (100%); family in Criminal Investigations (8.7%), the Traffic Department (50%), the FPU's (100%) and Anti-Narcotics (33.3%); the nature of the case in Criminal Investigations (58.7%), the FPU's (100%) and Anti-Narcotics (33%).

The specialized departments discriminated against females and males alike, whereby a higher rate of women said that the police listened to their problems carefully, while the rate of women who said they were given sufficient time was less. The rates of men and women who felt that the police respected their

feelings were similar, as was the case for discrimination as well. The FPU's were founded to address home and family cases. Although the FPU's listened carefully to all respondents, it is unacceptable that they gave women neither enough time nor care for their feelings. Only 60% of women said they were given sufficient time and 20% said that the police cared for their feelings. At the same time, all the women who went to the FPU's felt discriminated against owing to their family background, profession or type of case, and this is unacceptable. Discrimination against women appears to be institutionalized into the structures of the police and its different departments, and this must be renounced for the police to become more gender-sensitive.

- 3- Maintaining the confidentiality of the citizens who go to the police is a basic professional principle and a basic right of citizens. However, 15.4% of the respondents said that confidentiality was not maintained in certain departments, including in Criminal Investigations and the Traffic Department, 16.3% and 13.8% respectively, but was maintained for all respondents in the FPU's and Anti-Narcotics. Maintaining privacy is a key factor that encourages women to go to the police, since several social and cultural factors hinder women to resort to the police.

G- The outcome of contacting the police

- 1- Following contact with the police, 46.9% said that their problems were fully resolved, 31.8% partially resolved and 21.3% said their problems were not resolved. Anti-Narcotics ranked first in the number of cases resolved with all cases being resolved, followed by the FPU's (75%), the Traffic Department (59.3%) and Criminal Investigations (43%). Furthermore, some cases were partially resolved in the Traffic Department (59.3%), the FPU's (25%) and Criminal Investigations (33%).
- 2- According to the respondents, the lengthy procedures, nepotism, poor professional conduct of the police, lack of coordination among various police departments and insufficient powers of the police were reasons for not resolving 21.3 % of the cases.

H- Detention/Arrest: Preparedness of detention centers, the adopted procedures and the rights of detainees

- 1- The law entails that the police must explain the reasons for detention and present the warrant in cases of arrest. However, violations are present: 92% of the respondents who had been detained/arrested received an explanation of the reasons, but only 60% only saw the warrant of arrest.
- 2- Despite equality before the law, when it came to providing explanations for detention, women reported higher cases of detention while being uninformed. Of the respondents, 67% were notified of the period of detention and 55%

were notified of their rights, such as contacting a lawyer, family visitation rights, and their personal rights, such as access to necessary medications and clothing (detailed rates are segregated according to different rights in the report). Around 73.3% said that the detention center was either fully appropriate or moderately appropriate, while the rest said that the detention center was inappropriate or moderately inappropriate. For women, this rate was low, as 50% of women considered the place inappropriate compared to 18.9% of men, while 0% of women considered the place relatively inappropriate compared to 18% of men.

- 3- International human rights conventions require the provision of adequate and humane conditions in detention and arrest centers, and the guaranteeing of detainees' physical and general safety. While 73% said that the size of the detention center was either very adequate or adequate, the rest considered them inadequate or extremely inadequate. A significant rate of respondents said that the detention centers had adequate hygiene and living requirements. These included ventilation (75.8%), lighting (89.5%), usable bathrooms (71%) and sufficient bedding (82%). The evaluation from men was much higher than that of women, as women considered the detention conditions inadequate in terms of the size of the place of detention or the lack of sufficient ventilation and lighting. Half the female respondents considered the bathroom usable, however said that the feminine requirements were not available, which means that the special needs of women are not taken into consideration.
- 4- Detained persons have the right to receive humane treatment, physical integrity and protection at places of detention. These rights are, at times, violated at the arrest/detention centers. The rate of disrespect reached 24%, which included mockery (6.5%), physical violence (3.7%), deprivation of sleep (0.9%) and negligence (14%).

I- Conclusions related to the FPU

- 1- The presence of policewomen in the FPU is effective in addressing sensitive women's issues. However, there are few women in the police force and the FPUs, which may weaken the understanding of the needs of women, their sensitive cases and the nature of embarrassment felt about information they may give. Hence, it is always better to have policewomen deal with women.
- 2- Any form of discrimination at the FPUs constitutes a violation of the procedures of the unit, the National Referral System, international conventions and the Police Code of Conduct. The FPUs are supposed to provide women complainants with security and safety, therefore discrimination undermines women's trust and feelings of safety. Of the women who went to the FPUs 11.8% said that they faced discrimination,

citing reasons based on their sex (25%) and the type of case (50%). This reflects the confusion between professional and personal attitudes when handling claims and is unacceptable when considering women's need for police services.

- 3- Treating women who go to the FPU with sensitivity and confidentiality is crucial for the work of these units. Decent treatment contributes to creating a safe space for women and giving them a feeling of safety and assurance, as well as confidence in the police. A very low rate of women felt angry and were upset because of the treatment.
- 4- Addressing the cases of women who go to the FPU require strict and safeguarded measures of confidentiality. Women must be informed of such measures to increase their confidence in the police, and thus feel comfortable to disclose details of their problems. Up to 87% of the respondents said that they were informed of the confidentiality measures, while the rate should have been 100%.
- 5- The procedures at the FPU, including the taking of statements, risk identification and assessment, notification of the surrounding dangers, holding a case meeting with the participation of the case worker, informing the complainant of the alternatives, her rights, the available social and legal assistance, her legal status, available mechanisms of protection and other procedures are implemented at the FPU with satisfactory rates. Nevertheless, there is room for improvement (further details appear in the report).
- 6- The basic needs are available at the FPU at satisfactory rates. However, more resources must be allocated to ensure sufficient provision of basic human needs.
- 7- The competence of the staff, the care given to the women who went to the police and humane treatment contributed to the resolution of problems of more than half the respondents, while 13.3% felt their problems were partially resolved, 10% felt they were not resolved and 6.7% of respondents felt their problems were further complicated because of the FPU. The level of satisfaction with the services and solutions contributed to the encouragement of 70% to resort to the police again if they face problems, in comparison with 13.3% who would not return and 16.7% who were uncertain either because their problems were further complicated or not resolved. On the other hand, 67% of respondents indicated that they would encourage their friends and acquaintances to go to the police.
- 8- Despite the efforts of the FPU, women respondents who would not return or would not encourage others to go attributed their position to the fact that their problems were either not solved or further complicated, that they were subject to violence again, that it was not socially acceptable, factors related to confidentiality and privacy, or the inability of the FPU

to provide them protection - a fundamental procedure that constitutes the essence of the FPU. It is not acceptable that obstacles hindering women resorting to the police are related to the police performance.

- 9- Since the FPU at police stations constitute conducive factors that encourage women to resort to the police, placing these units in separate buildings and giving them socially acceptable names would encourage more women to visit them.
- 10- The lack of knowledge about the available specialized services, such as the FPU, reduces the opportunities of abused women to solve their problems and end the violence they suffer from.

Recommendations

- 1- Adopt a wider concept of the police encompassing its role in providing security and safety, alongside increasing the awareness in society and enhancing the role of society in supporting the police to strengthen cooperation in becoming a community represented police force.
- 2- Enhance the citizens' confidence in the police to consider it the primary source of conflict resolution through launching developmental work strategies that would increase the use of police services focusing on women, including:
 - a- Revising the procedural manuals to ensure the service departments become gender-sensitive.
 - b- Removing complications and bridging the gaps in procedures to ensure their effectiveness and efficiency, and increasing control to ensure they are properly implemented.
 - c- Simplifying procedures in service units that are in direct contact with the public through pamphlets or simplified instruction boards with picture illustrations, or through other forms of information that suit the public taste and varying levels of education.
 - d- Disseminating and publicizing the Police Code of Conduct to inform the public of the means of compliance.
 - e- Promoting Grievances and Human Rights and the FPU, particularly among girls and women.
 - f- Holding interactive meetings with women groups and developmental organizations interested in women's issues to develop policies and mechanisms that encourage women to resort to the police and to develop memoranda of understanding with these parties about promotion and compliance.

- g- Building and intensifying relationships and partnerships with the media, particularly the radio and television, to disseminate success stories of the police regularly.
 - h- Producing a daily radio program for the police to publicize the police news and achievements and to know the security problems and needs of the public.
 - i- Activating the central police website and Facebook page, and at the directorates' level, feeding it with news, awareness messages and the outcomes of police action in an attractive manner.
- 3- Develop a strategy that aims at improving the public image of the police, using the findings of this study and previous studies as a baseline, and identifying development indicators and regularly monitoring progress towards achieving them.
 - 4- Approve and adopt a periodic gender-based study that monitors and analyzes the satisfaction of those who had contact with the police to identify the gender gaps, the causes and to develop the necessary interventions accordingly.
 - 5- Adopt training and rehabilitation policies for the police, especially for those who have direct contact with the public, about means of treating the public, the psychology of the people and personality types, and building the police capacity of self-discipline and methods for containing problems.
 - 6- Complete the training on gender and its relation with the police on a wider scale.
 - 7- Conduct a database/baseline study on the police attitudes and inclinations towards gender issues and the problems they face in dealing with the different groups in society. The study shall be used to adopt more efficient interventions and policies to meet the different needs of those different groups and develop interventions that lead to rectifying the conduct of the police and improving their knowledge so that they become more gender-sensitive.
 - 8- Strengthen the management of police conduct with citizens and the level of compliance with the professional ethics, human rights and the code of conduct.
 - 9- Regularly monitor and evaluate the public complaints received by Grievances and Human Rights and classify them according to the type of case, sex, region and unit, and produce reports that lead to developing corrective and rehabilitative interventions with the police officers. Monitor the satisfaction of complainants with the proposed solutions and report to the community through various means, including seminars, the media, simple pamphlets and other means.

- 10- Seek to open branches of Grievances and Human Rights or appoint a liaison officer who reports directly to the central administration to receive complaints and alleviate the burden of the public who must commute, especially those who live in remote areas.
- 11- Expedite the implementation of the police gender mainstreaming strategy, stressing that it includes steps that encourage women to resort to the police and promoting these steps in the media on a wide scale.
- 12- Attract more women to work at the service units that have direct contact with the public to meet the needs of women and girls who go the police, and who would be encouraged to deal with women (in Criminal Investigations, the Traffic Department, Anti-Narcotics and others).
- 13- Rehabilitate the police stations and utilities to consider the needs of women, men, the elderly and persons with disabilities. Maintain a decent level of conditions, such as sufficient access to water, sufficient and comfortable seats, hygienic toilets, in addition to some aesthetic elements that comfort the visitors, such as plants and some decorations.
- 14- Assert the respect for the rights of detainees, particularly their right to humane treatment, protect their safety and physical integrity and provide them with the basic human needs safeguarded in international conventions and national laws.
- 15- Seek to enact the Police Law and revise other laws to ensure they are gender-mainstreamed.
- 16- Strengthen the police presence and their participation with society and in social and national events to shed the light on its community role and improve its image in society.
- 17- Strengthen the relations with the young males and females in the community, and target them with joint action, such as voluntary initiatives that improve the image of the police among the youth, to form the Friends of the Police Association. Strengthen the awareness-raising role of the police on issues of violence, traffic safety and drugs, as awareness plays a major role in alleviating such problems.
- 18- Adopt the proposal to separate the FPU's from the police stations to facilitate access and maintain the confidentiality of women who resort to these units and their cases.

Chapter One: Introduction and Methodology

Introduction

Ever since humans have walked the earth, there have been values and norms that individuals are expected to respect. These values and norms are not static, but rather dynamic, and change with the shifts that occur in the different spheres of social, economic, cultural and political life. Conscious societies do not leave the changes in their values to mere coincidence, but rather agree on them and pass them onto future generations. Hence, society governs the values and conduct of its individuals and shapes their principles and moral values. The police are one of the most important services for society to manage the conduct of its individuals. It is a tool of the state that embodies authority in society with the aim of keeping security and imposing order through enforcing the law enacted by the legislative authorities to serve the society (Abu Rajab, 2015).

As societies face different challenges (political, security, economic and others), this requires the police to play the role of confronting these challenges in accordance with its designated roles to enforce the law to maintain security and internal stability. This often requires firm behavior and the imposition of constraints on, and commitments from, the public, which may disturb individuals and lead to tense relations between them and the police (Abu Rajab, 2015).

As the police constitute the security apparatus in direct contact with the public, the form of the relationship between the police and society is one of the most delicate and complicated community relations, with its different dimensions and factors. The relation is either positively or negatively affected according to circumstances including level of contact, public experience with the police and the perceptions and attitudes resulting from that experience. On the other hand, the police's conduct with the public affects the form of relation. For example, police abuse of powers may hinder improving their relations with the public and this misconduct may reduce the level of trust in them, therefore harming the relations between the police and society. While, good behavior, appearance and conduct of police officers in all departments upon providing services or enforcing the law give positive impressions and improve the level of relations between them (Sha'aban (Ar.), 2006).

In his study about modern security management, Yousef Shabsough (2006) asserts that the relation between the security services, represented by the police, and the citizens is based on reciprocity, as it is a proactive relationship unlike the relation with other services or entities. The relations with other services include joint action for achieving their goals, such as charitable societies or voluntary organizations, without unanimously needing it, or those they unanimously need without the need for joint action to achieve its goals, such as schools, health clinics and hospitals. All citizens need security services, which are a basic need or even a necessity for protecting their lives and rights. Shabsough (2006) asserts the importance of the police, to the extent that he considers it the state ambassador to citizens. No other security service is in direct contact with citizens. As it works everyday around the clock and patrolling all areas, it provides different and diverse services to resolve the citizens' problems. It engages in proactive activities towards citizens through reaching out to them, rather than waiting for the citizens to come to

them, unlike other services and entities where citizens must be proactive to receive their services, such as schools, clinics, electricity provision and other services. Furthermore, through the police's presence on the streets, their public utilities and their patrols that reach out to citizens, the police are able to identify the needs and problems of the public that require action. Needless to say, some police services require citizens to go to the police station to receive services or report a specific incident (Shabsough, 2006).

Hence, ameliorating the public perception of the police and improving the goals and services of the police are an urgent need to strengthen the dual reciprocal relationship between citizens and the police, alongside the need to develop police performance in a manner that protects citizens, maintains their rights and meets their needs - achievements dependent on the police performance.

The treatise revealed that police performance is linked to a set of standards that indicate the level of performance and satisfaction, including legitimacy. All the legal, administrative and field actions stem from legislations and compliance with them. Another standard is **efficiency and effectiveness** in performing police functions. The literature has agreed that public opinion constitutes an important benchmark for assessing the effectiveness of the police. Public opinion constitutes a perception formulated among a number or the majority of people in society and the attitudes they see towards a specific event, person, organization, apparatus, or topic, where the judgment and conclusion adopted by the group may constitute a force that identifies the direction of political and social action in the society (Shabsough, 2006:25).

Hence, the public opinion of the police and their performance of their functions constitute as criteria for assessing the police's effectiveness that must be considered and is a significant force. This makes sense, as the police work directly with the people and the police must always consider the public opinion to maintain appropriate levels of performance to fulfill the peoples' needs and rights.

Several sources have agreed on the definition of the police, including that of Naji Hilal, as: "A civil formal entity that performs its duty of serving the people, guarantees the security and safety of citizens and is mandated with: keeping public order, security and morals, protecting lives and honor, [and] particularly preventing and controlling crime. It also has the competence to ensure the safety and security of citizens at all levels in enforcing the laws and regulations" (Hilal, 2008:24).

The above definition includes the different functions and competencies of the police, some of which fall under the **administrative function**. Keeping the public order, ensuring security and morals, protecting lives and honors, preventing crime before it occurs, and enforcing laws and regulations all incur a set of measures and procedures of a purely administrative nature, such as patrols, guarding and organizing traffic. The **judicial function** comprises of taking the necessary measures and procedures in collecting evidence upon the occurrence of a crime and searching for the offenders to take them to court. The nature of the judicial function directly affects the freedom of individuals, as judicial police officers seize and search to collect evidence. Hence, this role is conducted under the supervision of the judicial authority to ensure there are no abuses of power. The police also have a social function in providing social and pre-

emptive services for all members of society in all cases, including emergencies and natural disasters. The police exercise these functions in most modern states, though with variation, according to the political, social or economic conditions of each state (Hilal, 2008).

Hilal (2008) claims that achieving a positive and balanced relationship between the police and public is always difficult in most societies, and especially in the Arab societies. Facts and studies have indicated that the relation between the police and the public is poor, and this contributes to increased sentiments of dislike and fear, making the public unaccepting of the measures that the police take because of the nature of their work. The public distance themselves from the police, avoid cooperating with them and even avoid helping them. Hilal (2008) gives several reasons for such a relationship including the historical experiences, which have affected the public perception of the police owing to previous use of the police as a tool of subjugation and oppression in the hands of the colonial power and foreign rulers. Later, several national governments failed to improve the image of the police, as the police were used to impose stability using strict policies characterized by violent treatment. As the senior officers in the police used the services towards the needs of the regime or the colonizer, it created a psychological barrier, a sense of fear and reservations towards the police. These historical experiences therefore account for some of the challenges that preclude the development of more positive or normal societal relations with the police.

Another factor that may affect the relation between the police and society is the possibility of abuses of power, since the role of the police is to enforce the laws and regulations through specific procedures and a specific power. Abusing power increases sentiments of dislike, disgust and apathy among the public. In the same context, the expanding scope of police work, because of urbanization and industrialization, has increased the burden of the police to manage added regulations and statutes, which have also increased restrictions. When mistakes happen, public anger with the police increases (Hilal, 2008).

Given the above explanation of the role of the police, its relation with society and its role in securing safety and security, imposing order and enforcing the law, the question arises of whether the security needs are similar for all individuals in society, including men, women, children, youth, the elderly and others.

While there are definitely common security needs, there are also more specific needs among individuals that arise according to one's gender, age, role, culture or social upbringing. Gender concepts point out the roles, relations, personal attributes, attitudes, behaviours and values of men and women in society. The concept of gender is different from sex, which refers to biological differences. The differences in biological functions between males and females are the same in all societies, but the gendered social roles and functions vary from culture to culture. From a gender perspective, there are several roles for men and women in the society: the reproductive role, the productive role and the community (and political) role. Practicing these roles vary according to the social culture and may change with time - they are flexible rather than fixed. Several factors affect the gender roles including social class, race, age and others. Based on these roles, there are

specific needs that must be met. Gender has identified two types of needs, the immediate practical needs and other strategic needs (Valasek, 2008).

Gender mainstreaming is important, as it identifies the meaning and impact of any adopted measure and its consequences on women and men. Gender mainstreaming must include the phrasing of legislation, policies and programs, and their implementation at all aspects and levels. Moreover, gender mainstreaming requires pre-emptive steps to study the discriminatory gaps, the inequalities between men and women and their negative impact. Hence, gender mainstreaming ensures justice and equality through reducing the discriminatory gaps related to the differing roles and needs between men and women (Valasek, 2008).

At the security level, women, men, girls, boys and others have different security experiences, needs and priorities linked to their gender and sex. Hence, the police are required to be gender-sensitive in their work and procedures. There is agreement among the international community of the importance of reforming procedures, policies and legislation in all aspects, including the security sector. The police are an important service that must meet the requirements of international conventions and norms that regulate security with respect to gender. Most notably, Denham (2008) highlights that the core international instruments that call for renouncing discrimination and introducing gender mainstreaming are:

- 1- Convention on the Elimination of All Forms of Discrimination against Women, CEDAW, 1979.
- 2- Beijing Declaration and Platform for Action, 1995.
- 3- UN Security Council Resolution 1325 on women's peace and security, 2000.

Hence, we find that most police services in established democracies and in states transitioning towards democracies seek to improve their performance and treatment of citizens, and provide them with protection. Such goal highlighted the need for reforming police services so that they become accountable and efficient, while treating citizens with equality and having respect for human rights. The tenets of police reform include understanding the security needs of the different groups of people, strengthening the capacity of the police to grasp and respond to the different security needs of all citizens (men, women and children), and to place such needs within the police structure and operations (Denham, 2008).

A gender-sensitive police force is capable of comprehending all security threats in society, as it is aware that violence, abuse, threats and insecurity affect women and men in varying forms and levels. For example, crimes against men are usually committed in public places, while domestic violence crimes, which women are more likely to be victims of, are usually committed in private spaces, where many state institutions do not believe they have a responsibility (Denham, 2008). Understanding the different attributes of security threats that women and men face affects the mechanisms of security/police, as they take into consideration the special needs of men/women, how they respond to the security threats they face and how they react.

Furthermore, the literature addresses the importance of enhancing the access of women, men, boys and girls to security services, irrespective of their places of residence. Previous international studies have identified several obstacles that hinder security services, such as the police, most notably:

- 1- **Physical obstacles:** Several states do not have sufficient police stations, courts and other security services in all regions. The studies revealed that the opportunities of women and girls were less than men in commuting to reach the police and the courts.
- 2- **Socio-economic/cultural obstacles:** These limitations obstruct access to security services and courts for some men and women. Moreover, in some states some cases are resolved outside the security and judicial domain and rather at the tribal level (informal judiciary). Particularly cases related to gender based violence (GBV) are resolved at the tribal level and often lead to solutions that are not fair to women or girls (Bastick, 2011).

In the Palestinian context, the Palestinian security services were established within a process of gradual transformation, from revolution and revolutionary legitimacy to the Palestinian Authority (PA) institutions. These institutions constitute the constitutional legitimacy in accordance with the Oslo Accords, particularly the protocol of security and security services, which identify their role in keeping public order and combatting terrorism and violence (Shu'aybi, 2012:2).

The agreements, including the Declaration of Principles on the Interim Self-Government Arrangements, indicated in Article 8 entitled "Public Order and Security," asserts that "a strong police force shall be established to maintain Palestinian public order and internal security in the West Bank and Gaza" (Ibhees, 2014). Article 3 of the 1994 Cairo Agreement entitled "The Palestinian Police Force Directorate" identified the tasks and functions of the Palestinian police as well as its structure and composition. The 1995 Washington Agreement granted the PA full security control in Area A, and imposed security coordination with the Israeli forces in Area B, while Area C remained under the Israeli security control to be transferred to the PA within 18 months of signing the Agreement (Ibhees, 2014).

Following the 1998 Wye River Agreement and 1999 Sharm El-Sheikh Memorandum, Area A, under full PA civil and security control, constituted 18% of the West Bank and Gaza Strip (WBG), while Area B, under PA civil control only and Israeli security control, constituted 21%, and Area C, under full Israeli civil and security control, constituted the largest portion at 61% (Hatatbeh, 2013; Ibhees, 2014).

- 1- The security forces and the police are regular forces that constitute the armed forces of the country, whose sole functions are defending the country, serving the people, protecting society, and keeping public security, order and morals intact. They perform their duties in accordance with the law and with full respect for human rights and freedoms.
- 2- The security and police forces are regulated by a law.

The article about the police in the Basic Law is general and requires a special law. However, so far, no such law has been adopted. The objectives of the 2014-2015 PCP Strategic Document¹ stressed the importance of adopting the Police Law.

The Institute of Law at Birzeit University, in its published Law and Security Series No. 3 for 2010, indicated that the PA is seeking to overcome this legal vacuum through conducting legal reforms that target the security sector, which has led to the adoption of security legislations. However, these legislations are still incapable of overcoming the challenges of the security needs of Palestinian citizens, hence the need for greater security legislation reform has become urgent. The dysfunction of the Palestinian Legislative Council (PLC) constitutes a challenge that impedes the completion of the legislative reform, in addition to other impediments.

Evidently, the PCP was established within the framework of an authority and a legal framework that regulates its work, though still incomplete, and within the framework of agreements that restrain its security powers to specific geographic locations.

The PCP has sought to develop its work through different reform processes over the past several years and has exerted efforts to develop its work strategies, improve its relations with its constituency and respect individual freedoms and human rights. It adopted successive strategies, issued the Police Code of Conduct (2014) and worked on disseminating it. It has also developed a PCP Internal Accountability Plan (2014-2016) to improve respect for human rights and individual freedoms, and to monitor the performance of police officers and their compliance with the Police Code of Conduct.

The PCP generally believe in the principles of partnership with society and its organizations, as it considers security a general interest for all. Police work is no longer restricted to pursuing a small group of outlaws, as the administrative system of the police has developed and included ambitious goals that include a variety of activities and actions that aim at serving citizens and caring for their interests. There is also the social role of the provision of public services that the police perform in cooperation with different ministries and organizations, including civil society organizations (CSOs).²

With the awareness of the importance of the police's role in social security and protecting vulnerable groups, the Family and Juvenile Protection units were established to provide them with the necessary protection when facing violence, particularly domestic violence. Because of the official commitment to achieving gender justice in all ministries, a Gender Unit was established to ensure that all plans and programs are gender-sensitive.

Since the police is in direct contact with citizens and has administrative, judicial and social roles, it must meet the needs of all the groups in society, including men, women, girls, boys, the elderly, persons with disabilities and others. This is necessary so that their specificities and needs are taken into consideration when they receive services or

¹ The Strategic Document includes four objectives. The first objective is to contribute to providing protection and safety to citizens, and to achieve this, work to complete the Police Law and Regulations.

² For more information see the PCP website: www.palpolice.ps , 20/10/2015.

assistance, especially considering their confidence in the police has improved with the evolution of its work alongside the efforts that the PA have placed towards developing and reforming security services. The UNDP conducted a study in 2012 entitled “Survey of the Level of the Knowledge of Palestinian Public of the Palestinian Justice and Security Institutions,” which identified the Palestinian public perceptions of the Palestinian justice and security institutions. The findings of the study indicated that 75% of the Palestinian public trust the police, 91.7% said they would choose to call the police when in danger, and 63.3% said they felt confident that they would receive quick assistance from the police. However, the same study pointed out a gap in gender justice, both in resorting to the police and in civil cases, where the number of civil cases for women was 24% less than men.

The police are an important component of the security sector, having direct contact with the public. This requires being attentive to the shifts in public opinion about the services the police provide and their efficiency and effectiveness. It also requires building a special and positive relationship with their constituency, based on respect for human rights and public and individual freedoms that are safeguarded in international conventions, the Palestinian Basic Law and other pertinent laws. Since the police engage with all groups of society, it is required to understand the nature of society, their specificities, needs, and cultural attributes that make them behave in specific ways. The police must realize that security threats and needs vary with sex, age, class and other factors. The police must shoulder their responsibilities and improve the citizens’ access to police services. They must overcome any obstacles that impede such access and service provision, whether economic, social, cultural or geographic, and put in place the appropriate interventions to alleviate or eliminate them.

This study is part of the project entitled "Enhancing women access to security and social accountability in Palestine" and was implemented by MIFTAH with the support of UNDP/PAPP. The study aims to measure and analyze the public perception towards the PCP’s services and processes in the West Bank from a gender perspective.³ It also aims to identify the challenges and gaps in the work of the police to propose potential pathways that could contribute to developing the working mechanisms and procedures to meet the interests and needs of citizens in a gender-sensitive manner.

Relevance

Although other studies were previously conducted about the public perception of the security sector and the police, including public trust, this study may be the first that addresses the opinions of citizens who had experiences with the police and received services at one of the police sections. Furthermore, citizens’ claims are analyzed according to the nature of complaint, and from the perspective of complainants and the accused. This study conducted an in-depth analysis (according to detailed indicators) of

³ By processes, this study refers to all the work and steps that the police take when citizens go to them. The result of following these processes leads to citizens obtaining services because of this contact.

the organizational and operational structures of the police and its different sections, as well as the police services and processes, the extent to which they met the security needs of women and men, and identifies the existing gaps and the potential for development. The study is also expected to contribute to developing policies and interventions that may make the services and procedures more just, fair and gender-sensitive, including the security needs and interests of women. The police should seriously consider the findings and recommendations of this study to develop their work, while CSOs like MIFTAH shall use them to support the work of the police. This study may also be useful for orienting donors, such as UNDP/PAPP, and other donors interested in the police sector, to support police development programs.

Questions of the study

The study shall seek to answer the following main questions:

- 1- To what extent are the police's structure and sections gender-mainstreamed and to what extent do they meet the needs of female and male citizens?
- 2- What are citizens' evaluations and levels of satisfaction of the police services they received?
- 3- What processes do the police follow to encourage women to access to their services?
- 4- What are the difficulties the police face in their work and that weaken their ability to meet the needs of male and female citizens?
- 5- What are the development proposals that may enhance the police's ability to meet the needs of male and female citizens and overcome the difficulties?

To respond to these main questions, the following secondary questions were posed:

- 1- What factors encourage citizens to go to the police?
- 2- What factors discourage citizens to go to the police?
- 3- What are the citizens' opinions of the procedures followed at the police stations/departments that they visited to receive services?
- 4- What are the citizens' evaluations of the location, internal design, infrastructure, and utilities of police stations?
- 5- To what extent are the female and male citizens who sought police services knowledgeable of the complaints mechanisms and systems that they may resort to if dissatisfied with the services or if they faced a violation of their rights?
- 6- To what extent have the citizens who went to the police used the complaints system against police officers?

- 7- To what extent is there confidentiality and privacy at police stations?
- 8- What are the citizens' evaluations of the arrest/detention centers (for those who had the experience)?
- 9- To what extent is there discrimination at police stations from the perception of those who sought their services?
- 10- What were the women's evaluation of the nature of the services at the Family Protection Units and to what extent do they meet their needs?

Methodology

This study adopts a **descriptive analytical approach** to describe facts and analyse data stemming from male and female citizens in contact with the police, either as complainants or as the accused. The study used quantitative research tools to analyse data gathered from questionnaires that included a set of questions that reflected the required responses to the main and secondary questions of the study. The responses were gathered from the field through interviews with respondents comprised of a random sample drawn from the police administrations and sections, in relation to the topics of the study (the Traffic Department, Family and Juvenile Protection units, Criminal Investigations and Anti-Narcotics). It is also important to obtain the opinions of the officers in charge of the police sections to deepen the research about the adopted policies and procedures for gender mainstreaming and the enhancement of women's access to the police and the particular departments. Such perspective is also important to identify the difficulties /challenges the police face. These opinions may provide for analysis and interpretations that deepen the findings and contribute to developing policies based on community inclinations (men and women) as well as specialists at the police sections. Hence, qualitative research methods were utilized consisting of semi-regular interviews with the senior officers from the concerned police departments and sections.

The quantitative and qualitative questionnaires were developed following review of previous studies about the police and documents related to the police, in addition to preliminary meetings between senior police officers and MIFTAH. The data collected from the questionnaires and the semi-regular interviews constituted the major sources of data, and were considered important, as they sought to respond to the goals of the study alongside the main and secondary questions. The study also utilized secondary sources, consisting of previous studies that benefited the analysis, interpretation of the data and findings.

Description of research tools

A- Quantitative questionnaire

The quantitative questionnaire was designed with regards to the research sample that had contact with the police and its sections. The questionnaire consisted of three main sections and subsequent subsections:

1- Section One, which consisted of parts A, B and C:

- Part A included the questionnaire data, and consisted of six questions about the location, governorate, date (at the time) and others.
- Part B included the respondents' data. It consisted of 20 questions that covered demographic information, the nature of contact with the police, the type of case, the department which provided the service to the respondent, general satisfaction with the service, knowledge of the complaints system, mechanism of submission and the results, going back to the police upon facing trouble, and whether s/he would encourage others to go to the police, among other questions.
- Part C covered **access to and expectations** from the police services and included 13 questions that addressed the location of the police station, access, and the cost and time of travel. It also included questions on who encouraged the respondents to go to the police and what her/his expectations were from the police performance and procedures.

2- Section Two, which consisted of three parts A, B and C:

- **Part A covered the types of services and procedures respondents encountered at the police stations/departments.** This part included 27 questions about the police station/department, its general conditions, adequacy for the citizens' needs, privacy from being heard or seen, reception and submission of complaint, behaviour such as respect and treatment, and informing of rights. It also included her/his evaluation and satisfaction with procedures and the services s/he received.
- Part B covered the procedures of direct arrest/detention or arrest/detention following investigation, and included 16 questions about the terms and legality of detention, places of detention and the conditions, availability of basic needs, and informing the detainees of their rights and other rights.
- Part C addressed women who went to the Family Protection Units, and included 27 questions about treatment, respect for privacy and confidentiality, provision of needs, consultation and the opinions expressed, respect for rights and absence of discrimination, satisfaction with services, and others.

3- Section Three, which addressed difficulties and provided recommendations (open-ended questions):

- In this section, three questions addressed the challenges and difficulties that the work of the police faced from the respondents' perspective, including their opinions on potential for improvement, the extent to which

women were encouraged to access police services, if their privacy was respected and if their needs were met.

B- Qualitative questionnaire

Three questionnaires were designed that included open-ended questions for the semi-regular interviews: one for the police administrations that were interviewed (the Traffic Department, Criminal Investigations, Anti-Narcotics, Planning, Research and Studies, and Grievances and Human rights), the second for the Family and Juvenile Protection units, and the third focused on gender. These questionnaires intended to provide for an in-depth introduction of these administrations, their work, procedures and functions, the nature of cases they receive and the adopted procedures, the special procedures for women, the policies that encourage women to seek these services, the challenges and difficulties they face, and others.

Some questions focused on the specialization of the unit such as the Gender Unit, as some questions addressed their role and relations with the different police departments and administrations, the mechanisms of gender mainstreaming and the responsibilities of conducting gender audits of the police plans and programs. This also applied to the Family and Juvenile Protection units.

Sampling

Methodology of sample design:

The study used the list of police departments in the West Bank governorates to draw the sample.

Stratified sampling

The population was divided according the following strata:

Governorates: The target population consisted of all those who submitted complaints to the police administrations and departments in the different 11 governorates in the West Bank, in addition to the accused in the same cases. This also included the persons who had cases related to the FPU, Anti-Narcotics and the Traffic Department during the period of the survey.

- 1- West Bank
- 2- Sex (male, female)
- 3- Type of case (FPU, Traffic Department, Anti-Narcotics, the remaining investigation departments).

Sample size:

The following equation was used to estimate the sample size:

$$n = \frac{Z^2 * S^2 * DEFF}{E^2}$$

Whereby:

n: the overall sample size

Z: Coefficient of confidence equals 1.96 for a 95% confidence interval.

S2: The estimation variation calculated through the index rate, the index rate was assumed to be 50%.

DEFF: The impact of sample design, which is 1.2 in this case (because of the use of a cluster sample).

E: The absolute margin of error for the whole sample size which is approximately 5%.

The sample size was 460 individuals of the required target population, which covered all the previously mentioned strata.

The sample type

Two phase random stratified cluster sample:

- 1- The first phase: Several police departments were randomly selected to cover all governorates.
- 2- Second phase: Several individuals were selected from the required target population from each department that had been selected in the first phase.

Sample distribution:

The sample was distributed in an almost proportionate manner with the number of cases addressed in the police administrations and departments during 2015, in the following manner:

Governorate	Sample size	Criminal Investigations		FPU	Anti-Narcotics		Traffic Department	
		Men	Women	Women	Men	Women	Men	Women
Jenin	51	36	4	4	1	0	5	1
Tubas	23	15	2	2	1	0	2	1
Tulkarem	34	24	3	2	1	0	3	1
Nablus	67	46	5	6	1	0	7	2
Qalqilya	28	19	2	2	1	0	3	1
Salfit	23	15	2	2	1	0	2	1
Ramallah and Bireh	61	40	4	6	1	2	6	2
Jericho	23	15	2	2	1	0	2	1
Jerusalem suburbs	26	16	2	2	1	2	2	1
Bethlehem	31	22	2	2	1	0	3	1
Hebron	93	66	6	8	2	0	10	1

Study structure

The study is divided into four chapters, followed by the general conclusions and recommendations, in the following manner:

Chapter One: Introduction and methodology. This includes the introduction, goals, major and secondary questions, tools of collecting and describing data, sample size and description, data entry and processing, and obstacles of the study.

Chapter Two: Literature review

Chapter Three: Presentation of the quantitative data findings. This chapter is divided according to the following headings:

- Obstacles that hindered data collection in the field
- Sample characteristics
- **The way they contacted the police:**
- The state in which the police was contacted/ Condition of contact with the police
- The police services and the level of satisfaction
- Knowledge of and satisfaction with the complaints system
- Procedures at the police station
- Preparedness, services and procedures of police stations
- Processing mechanisms and police conduct upon receiving the service
- Perception of the respondents towards the results of contact with the police
- Procedures in cases of arrest/detention or after interrogation
- Women who went to FPUs
- The open-ended questions' section according to the research questionnaire

Chapter Four: Presentation of the qualitative data findings

The following headings fall under it:

- General background
- Interviews analyzed and categorized
- Obstacles the police face that undermine their ability to meet the security needs of men and women

- Recommendations to improve the performance and fulfill the security needs of women and men
- Conclusions and recommendations

Conclusions and recommendations

Annexes

References

Chapter Two: Literature Review

This chapter reviews the relevant literature and their questions at the global, regional and local levels. It focuses on the police, their roles and responsibilities towards citizens, the importance of cooperation and positive relations, their impact on security and stability, and the satisfaction of police officers and citizens, in addition to the form of relations between the police and citizens and the factors that influence this relation.

In the same context, this chapter shall present the theoretical frameworks and concepts that analyze the citizens' visions and attitudes towards the police and their performance. It shall address the literature that stresses the importance of gender in the policies and procedures of the police to meet the security needs of all citizens, men and women, as well as marginalized groups. This chapter also presents the available literature about Palestinians' perceptions towards the police and its procedures, as well as the legal framework that regulates the work of the police.

The police and society: Researching the form of relation between them

Security is a basic need for individuals and a necessity for building and developing societies, for its continuity and its civility. It is not possible to have security except when individual and collective feelings are absent of threats to the public's safety and stability. Consequently, societies must exert the largest possible effort to achieve security and stability through establishing security institutions, led by the police.

In current times, the police constitute the **authority in society**, since despite the different political or socio-economic systems, the police represent the natural embodiment of power in society through the duties it conducts to maintain security and stability. Since society and its organizations have the responsibility to participate with the security institutions, they have the duty to support the security of society either directly or indirectly. This duty is considered a firm duty (Jamal, 2013).

The relation between the police and its constituency is an extremely important security issue that is currently receiving much attention. This is attributed to the evolving concept of security towards a broader understanding of how security can be achieved. Originally following a narrower perspective, security generally delineated a monopoly in the hands of a public authority and the police services. However, this perspective has shifted towards a more comprehensive vision that outlines security as a national responsibility for all members of society. This reformed perspective towards the concept of security calls for the participation of all state apparatuses, sectors of the public and civil society organizations. The people's participation in keeping security is not only important for political and ethical considerations, but also for effectiveness, especially as several international surveys have recently revealed the difficulties for the police to perform all their functions, alongside the fact that the numbers of undiscovered crimes exceed the discovered ones by far (Hilal, 2008).

Despite the importance of close security collaboration between the police and public, and consequently the need for maintaining a positive relation between them, direct monitoring of such relations indicated that they lack mutual understanding and cooperation and are often characterized by mistrust. Hilal (2008) asserts that the relation between the public and the police can only become positive when the citizens are convinced and confident that the police work to serve them, care for their interests, maintain their rights and that the police operate within the mandate granted by citizens.

A study by Khalil Shaqqaqi et al. (2015) about the Arab security sector and citizens' trends in several Arab countries including Tunisia, Iraq, Yemen and Palestine, revealed that half of the Arab public does not trust the security sector and is not satisfied with its performance. The study used a set of indicators that reflected the status of security, with a standard index of 0.51. The study concluded that security reform in the Arab world does not meet aspirations of citizens and that the overall security reform performance of security is medium in Tunisia (0.57), followed by Iraq (0.53), Palestine, which was ranked as poor and below the overall average (0.50), and Yemen, which ranked the lowest (0.44) with 7 points below the average (Shaqqaqi et al., 2015).

The evolving concept of security gives society and its organizations a broader role in cooperating with the police to achieve security. This requires strengthening this relation in form and content, especially considering the police represent authority in society. The relation between the police and society in the Arab world is not as aspired and continues to suffer from lack of trust and satisfaction, despite existing security reforms.

[Society's perspective of the police and vice versa: Factors and causes](#)

These studies have agreed over the relatively negative perspectives and societal misconceptions towards security services, including the police, especially in the Arab World. Rawab Jamal (2013) claims that these misconceptions include associating the police with tools of oppression and terrorization. This conception has spread across generations and has caused a widening gap between society and the security services headed by the police. Rawab (2013) attributes this to the conflict of interest between some citizens and wider society, whereby these citizens feel that the police constitute a barrier that impedes their desire to achieve illegitimate wishes. In the same context, Rawab (2013) believes that the nature of the functions and roles of the police in developed countries is to prevent crime, while its role in developing countries is moving towards enhancing development and social change, which gives more room for contact, and harms the relation between citizens and the police (Jamal, 2013).

The public image of the police as a tool of oppression and terrorization is an inherited image that constitutes a factor that widens the gap between them.

On the other hand, several studies have indicated that the role of security is to enforce the law, which stifles individual freedoms and generates a feeling of aggression against security officers. These sentiments were aggravated by previous uses of the police as a

tool to terrorize and oppress citizens, to the extent that when some citizens see the police on the street it generates sentiments of hatred where the image of the police officer is linked with the oppressor who constrains freedoms and terrorizes people (Jamal, 2013).

Hilal (2008) notes that some daily incidents between individuals of society and the police are mostly unpleasant for citizens who may get penalties for their violations, especially the Traffic Police. Moreover, solidarity between the security officers in taking the legal measures to arrest accused persons generates negative feelings among the citizens in general, which highlights the authoritative image of the police and strengthens the feeling of solidarity among the security services to face this challenge.

The literature points out that the powers of the police are not intended to protect themselves, but to protect society, therefore using this power as a tool for oppression and tyranny is a crime in itself, as it shifts the use of power from serving security to serving crime. **The people's confidence in the police constitute its source of power**, not vice versa, as the legitimacy and continuity of the police lie in its ability to perform its role in serving society. Furthermore, the legitimacy of the police is questioned if they do not conduct their duties, or abuses their authority, thus harming individual interests and freedoms (Harb, 2005).

Abuses of power towards society weaken the legitimacy of the police and society's confidence in them.

Mohammad Harb (2005) says that there are two forms of relations between the police and society, the first is negative, based on the abuse of power and violation of citizens' rights and freedoms, while the second is positive, represented by the good performance of the police in maintaining the rights and freedoms of individuals in society. This requires strengthening the positive relations with citizens to enhance citizens' responsiveness to the police when they perform their functions, and to make them feel that this would not negatively affect their individual freedoms and dignity. The new required role is not restricted to the traditional roles of preventing crime and tracking down offenders, but extended to cover all aspects of safety and security for citizens. The police cannot live in isolation from social trends and variables of the state. The processes of merging of the police with society and establishing reciprocal relations do not undermine the police's status among citizens, nor does it impede its ability to perform its traditional tasks. Such relations increase the trust of society in the police and increase its legitimacy and continuity (Harb, 2005).

At the international level, several studies have revealed that the behaviour of police officers is influenced by occupational outlook. Certain behaviours which the police acquire, such as suspicion, placing social boundaries between them and the public, loyalty to the police and its laws, obedience to the orders of senior officers and the legal requirements, all reflect on the work and conduct of police officers (What-When-How, n.d.).⁴

⁴ what-when-how.com/police.../attitudes-toward-the-police-overview

The studies have revealed that the behavioural pattern of police officers varies with their perception of their roles, of citizens, of the legal determinants of their powers (for example related to search and arrest and use of force), and of other justice institutions, including the judiciary, prosecution and courts. If a police officer perceives her/his role as solely combatting crime and enforcing the law, s/he behaves in a harsher manner when stopping cars and in searching, arresting and investigating. The police officers who have a broader perception of their role, exceeding combatting crime and law enforcement, are less harsh and have different response mechanisms to security problems and the provision of different services (Mastrofski et al., 1995). The police officers who have positive attitudes towards society and who believe in the importance of cooperation and awareness, alongside strengthening the preventive aspect in combatting various social problems that threaten security and break the law, have a more rational and disciplined conduct and preserve citizens' rights. Globally, around 5% of such police officers arrested persons without reasonable doubt, in comparison to the 17% among police officers with negative attitudes towards cooperation with society and who believe less in enhancing individual freedoms and rights (Engle & Worden, 2004).

The perception of the police towards their role and towards society has a significant impact on police behaviour. Such perceptions develop with the police officers' institutional upbringing, which shape her/his behaviour towards society to be either positive, with a broad understanding of her/his role, or negative, with a narrow understanding of her/his role as merely obeying orders and enforcing the law.

On the other hand, this poor relation between police officers' attitudes and behaviour is also attributed to the pressures they face because of the nature of their work. Such pressures include social values, prevailing culture and situational pressure of the social groups that constitute their references in upbringing and behaviour. The relation between the police officers' attitudes and behaviour is stronger when their social and cultural values are in harmony with the understanding of the nature of the security problem and in the society's vision towards resolving it, more than if the police officers' behaviour is in contravention with the cultural and social values (Engle & Worden, 2004).

How the people's opinion is shaped by the police

People's opinions or attitudes refer to their concepts towards a specific issue, which may be either negative or positive. Individual attitudes and opinions of the police depend on a set of attributes/practices of the police alongside the factors individuals perceive as important and positive, such as fairness, courage, respect and others. Consequently, when factors are accounted for their perception and attitudes towards the police tend to be positive and vice versa (What-When-How, n.d.).⁵

Studies agree that the success of the police depend on the people's support and positive attitudes, whereby researchers stress the importance of studies that assess such attitudes

⁵ what-when-how.com/police.../attitudes-toward-the-police-overview

alongside the acceptance of the police's conduct and practices based on variables such as the culture, ethnicity, age, and sex. This is especially the case in the countries that adopt the concept of a community police, where they work with the community and cooperate closely with it to achieve the community's protection and safety. This requires the police to enhance society's positive approaches and attitudes towards it, and to be continuously reflective in introducing the required changes to their performance and conduct to win over the community (What-When-How, n.d.).⁶

Theoretical-analytical models of people's approaches towards the police

The following three theoretical frameworks analyse people's attitudes and opinions towards the police (Resig & Parks, 2000):

- The Experience with the Police model, which assumes that citizens' attitudes and opinions are based on their personal experience and previous contact with the police.
- The Quality of Life model, which assumes that citizens' attitudes and opinions are based on the nature and conditions of their lives.
- The Neighborhood Context model, which assumes that attitudes towards the police are influenced by the community's living conditions, rates of poverty and unemployment, and rate of crime and means of combatting it.

The studies based on the Experience with the Police model indicate a strong relationship between citizens and their previous experiences with the police in shaping the opinions and tendencies of individuals towards the police. Furthermore, the type of contact with the police and the way the police treat them influence the individuals' level of satisfaction. **Positive inclinations among individuals increase if the individual voluntarily goes to the police, unlike when the police goes to the individual.** The type of contact has an impact too. If the contact was negative (such as stopping a car for a violation or for searching), it negatively affects the attitudes and opinions of individuals towards the police. Attitudes are also negative if the police do not play its role in meeting the individual's needs according to her/his expectations, such as quick response upon request of services of the police (Resig & Parks, 2000).

The studies that follow the Quality of Life model to assess the attitudes towards the police, which are recent studies, assert that individuals hold the police responsible for social problems such as crime, drugs, lack of security and other problems that arise in a local community, and which individuals believe affect their quality of life. They believe that the police do not address these problems seriously and hence develop negative attitudes towards them. However, studies have revealed that even if there were social problems in the community, individual attitudes towards the police might be positive, if

⁶ what-when-how.com/police.../attitudes-toward-the-police-overview

s/he feels the efforts to strengthen the social fabric and that the community members help and support each other (Resig & Parks, 2000).

On the other hand, the research that follows the Neighborhood Context model reveal that the neighborhood is the source of shaping attitudes towards the police, as it creates a certain culture and values towards cases, individuals, classes or establishments, including the police. In other words, the culture and vision of the neighborhood have a greater impact than the attributes, life and circumstances of the individual or society and its problems (Resig & Parks, 2000).

In their study about the attitudes of members of society towards the American police, Reisig & Park (2000) utilized the three previously mentioned models and found that the Quality of Life model was an appropriate analytical model, as the lower an individual perceived her/his quality of life, the lower or more negative her/his perception was of the police. The study also found that the nature of the neighborhood itself creates a difference in the attitudes towards the police. These attitudes may vary from one community or town to another according to economic, living and ethnic/racial factors. The individuals who live in economically and socially marginalized communities have negative attitudes towards the police, as seen in the majority of studies in the USA, where there are more negative attitudes towards the police among African Americans as opposed to Caucasians, as most African Americans live in poor and marginalized communities, unlike Caucasians or Hispanics.

Hilal's (2008) study focuses on the factors that influence police performance and society's perception of the police, while highlighting factors related to the police, and others related to society. He agrees with international studies that analyze the attitudes of society towards the police and the impact of experience and quality of life, as well as the conditions and circumstances of the neighborhood. Hilal (2008) showed that the factors and variables include the legitimacy of the political system, its cohesion, the internal and external pressures it faces, the economic policies and the extent to which they serve the social dimensions. They also include the social and cultural conditions that generally prevail in the country, the integrity of the judicial and legislative policies and the performance of the Executive. Practically, bad policies and the bad performance of official and unofficial institutions increase the burden of the police, which contribute to increasing tensions and increasing illegitimate acts and opposition movements against the regime. The police, as a symbol of the system, must face this disorder and bear its consequences. The position of the police is hard, as on one hand it protects individuals from the injustices of each other, and on the other hand it is required to protect the stability of the system and its legitimacy from the rage of individuals, which leads to a state of tension and discomfort between the police and citizens (Hilal, 2008).

Fair procedures: The secret of positive attitudes of the citizens

Studies have revealed that the direct interaction and contact between citizens and the police is the strongest factor that shapes the attitudes of the former and opinions of the

latter, or the experiences of friends and close family members. Jake Horowitz (2007) conducted a study about individuals' experiences of contact with the police and how the police treated them. The findings of the study revealed that individuals tend to focus on the procedures and how the police treated them, i.e. on the process of interaction rather than the outcome of interaction with the police. The study also revealed that individuals had positive impressions of the police when they treated them fairly, justly and respectfully, even if the police gave them a traffic ticket, for example. In the same context, the conduct and behavior of the police officer constitutes an important factor in strengthening the legitimacy of her/his role, especially if the police officer has good communication skills with individuals, listens to them and treats them with respect. In such case the individuals respond with reciprocal treatment. Moreover, if the individuals who receive police services get the impression or the feeling that they went through "fair police procedures" at the police station, then this shall enhance their legitimacy and the individuals' trust in them, while also encouraging them to resort to the police in the future if they need their services (Horowitz, 2007).

The study also indicated that whether security expectations of individuals were met, how they received help and how they were treated have an impact on shaping their opinions and impressions of the police. These opinions were formed following direct experience with the police, regardless of whether the police go to them or they go to the police (Horowitz, 2007).

The literature has also suggested ideas and steps towards improving the image of the police among the public. The study by the Washington DC National Institute of Justice (2014) suggests several factors that affect the public opinion and satisfaction, including factors beyond the police's control, such as ethnicity, race, economic and social backgrounds, poverty and unemployment. However, factors related to contact with the public and the accompanying conduct and behavior of the police are within the police's control. Therefore, the police force and officers must concentrate on these things that make a positive impact on the citizens in their daily interactions. The study suggests seeking a deeper understanding to meet citizens' expectations during police procedures that are in direct interaction with the citizens. It is necessary to monitor citizens' opinions and satisfaction regularly, for example through community polls, to identify weaknesses, introduce improvements to procedures and develop police training programs based on the findings to meet citizens' expectations (National Institute of Justice, 2014).⁷

The studies in Canada revealed that the Canadian public generally have a positive perception of the police. Researchers attribute this to the mission of the Canadian police to protect society, which is identical to the aspirations and needs of Canadian society. Some explain this positive evaluation of the police as a result of their presence and visibility in society and their engagement in useful daily activities in society, such as organizing the traffic following accidents and other actions, in addition to their respectful treatment of the citizens (Chow, 2012).

⁷ www.nij.gov/topics/law-enforcement/legitimacy/pages/perceptions.aspx

In the Arab region, Hilal's (2008) study conducted in Sharjah (U.A.E.) outlines the relation between the public and the police. Particularly the study focuses on the police procedures, the conduct of officers and the public's satisfaction, which revealed that half the respondents interacted with the police to report offenses, traffic accidents, or to testify voluntarily for the sake of justice. At the same time, the findings revealed a positive perception of the quality of police services among more than half the respondents for several reasons, including the feeling of safety and security, humane treatment and quick outcomes. A high rate of respondents said that most police officers have the necessary skills for their work and the interaction with the public, and that they meet the requirements in their appearance and attire (Hilal, 2008).

Requirements for improving the relation between the police and the public

To enhance the relation between the police and the public Hilal (2008) suggests the following three levels of improvement:

- First level: Develop police officers' performance of daily duties and tasks in preventing and discovering crime, and penalizing the citizens who break the law. Improve the police officers' personal and behavioral approaches so that they are respectful when interacting with the public and enforcing the law and procedures.
- Second level: Develop programs to inform the public of the police's role and procedures through organizing media activities, seminars and lectures that reach out to the wider public, including the youth, women, school students and others. Intensify the awareness campaigns in partnership with the different institutions and groups, as a preventive approach, for example against drugs, for traffic safety and other important issues in society.
- Third level: Encourage the police officers to engage in the community's activities and interact with the public at all social levels, which contributes to the portrayal of police officers as citizens and members of the community with similar civic responsibilities to other citizens.

Most countries support having special programs to improve the relations between the police and its citizens. Some have specialized departments for developing such programs (Hilal, 2008).

In the same context, several studies have agreed that an advanced and effective police force is only possible when there are skillful police officers who have the necessary security experience and knowledge. Such knowledge includes operating within a behavioral framework, work system, applied procedures and regulatory legal framework that help the police perform its role in keeping order and protecting society (Douche, 2006; Tannani, 2010).

The study about Sharjah, and particularly the skills of police officers from the perspective of the public, revealed that 51% of the respondents believed that the necessary skills for

police work and for dealing with the public were available to some extent, while 36% considered them extremely limited and 13% said that most police officers did not have the required skills. The data indicated that 65% of the respondents never encountered maltreatment from the police, while 35% suffered at least one instance of maltreatment from the police (Hilal, 2008).

To achieve an efficient and effective police force, there is a need for greater training and development of the skills of police officers in interacting with the public, and enhancing the conduct and the ethical and professional values demonstrated in their performance. Achieving an efficient and effective police force also extends towards employing competent police officers who have a positive influence on the interaction with citizens, who improve the confidence in, and the image of, the police, and alleviate fear from interactions with the police (Al-Mahi, 2006). It is necessary to enhance the capacity of the police to address the problems of the different groups in society and to find forward-looking police officers who seek to transform their conduct and performance in a manner that responds to the changes and developments in society. Doing so would be beneficial for citizens and for the police itself (Tannani, 2010).

Tannani (2010) indicates that human behavior differs from one person to another according to the quantity and quality of information, personal qualifications, skills and capacities, in addition to the level of education. Hence, effective performance requires orienting and developing this human behavior by all possible means. Because of the important relation between the police officer and the public, police officers must acquire special skills that enable them to behave in the best possible manner. Taking into account the nature of the public who deal with the police, some of whom are in conflict with the law, alongside the distinctive role of the police to maintain the security of citizens and to protect lives and public property, required efforts include adequate interpersonal and human skills for the direct and indirect interaction with the public.

Interpersonal and human skills are important so that police officers are capable of building positive relations with others through knowing people's trends and inclinations, understanding their feelings, and accepting their suggestions and constructive criticism. Hence, the police officers are required to reshape their negative perception of others and seek to understand the true conscious and unconscious motives of individuals and their needs, the structures of their personalities, psychological inclinations, capacities and trends, in addition to their levels of intelligence, mental processes of cognition and emotions. To achieve this, the police officers are required to obtain speaking and listening skills, and the necessary skills to form positive relations and engage in conflict resolution and persuasion (Aqeel, 2006; Tannani, 2010).

These **skills of positively engaging with the public** are important, as such skills enable the police officers to create a feeling of assurance and meet the needs of the public. Hence, the skills of engaging with the public require that the police officers treat the public well and without condescension, and in a manner that is commensurate with the traditions of the society (Tannani, 2010). Abdul Mutalib (2007) indicates that the poor

relations between the public and the police constitute one of the main factors in obstructing police work. Hence, it becomes necessary for the police to seek the confidence of the public to deepen their security awareness and change their roles, from that of a beneficiary to a joint relation in which citizens play a cooperative role with the police.

In the end, developing the relation between the police and the public depends on the efficiency and effectiveness of the police from the standpoint of the public. Enhancing the efficiency requires developing the skills of interaction with the public, such as interpersonal and people skills, and monitor the aspirations and needs of the different groups of society, among other skills. This strengthens police performance and treatment, and increases the opportunities to meet society's security needs and their satisfaction with the police.

The impact of the police procedures on the opinion and satisfaction of the public

The different police procedures and processes, characterized by speed, smoothness, fairness and integrity in responding to the needs of the society and respect for their rights, constitute a major tenet in identifying the opinions and level of satisfaction of the public. **It is worth noting that having the best work procedures and processes** is not enough, rather there needs to be guarantees that the police can and do apply procedures. **Judging the quality and efficiency of the police depends on their methods, skills and conduct upon implementing procedures.**

A specialized study about the police by Mohammad Mo'alla (1999) aimed to identify the level of public understanding of police work in the U.A.E. and the deficiencies in police work. The study revealed that 46% of the people believed that there were deficiencies in the police work, most notably long and complicated procedures, a large number of documents required during procedures, a poor level of competence of most police officers and the spread of nepotism (Mo'alla, 1999).

In another study about the satisfaction of the public with police services in Sharjah revealed that 58% of the respondents said that the police provided good services, while 42% said they did not. When asked about the reasons for the good quality police services, 46.6% said that it was because they felt safe and secure, 23.8% said that there was humane treatment, while 22.6% stated reasons of quick completion of procedures. As for the presence of deficiencies, 54% said there were deficiencies and 46% said there were none. Of those who said there were deficiencies, 46.3% attributed their response to slow and complicated procedures, 29% to police maltreatment of the public, 19.4% to nepotism, and 15% for other reasons (Hilal 2008).

These studies on the public perception of police services and their role in society provide potential indicators about the defects of police work. It is necessary to conduct such studies to develop the police procedures and performance, improve control and remove any negative aspects.

The police and gender

The evolution in the concept of policing towards a community approach requires introducing reforms for an accountable, gender-sensitive and efficient police service that treats citizens with equality and a respect for human rights. This in turn requires introducing improvements and developments towards enhancing the police structure, operations, regulations and procedures to guarantee the understanding of the security needs of all groups of society (Valasek, 2008). Gender mainstreaming is not about removing powers from men and handing them to women, but rather aims at strengthening the competence of the establishment and improving its efficiency through adding diverse expertise, skills and points of view alongside a deeper understanding of society and the diverse needs of the different groups (Valasek, 2008).

Although security threats affect all groups in society, men dominate most positions in the police services all over the world. Owing to such, the stereotype about police work is related to force and power. Force is a masculine attribute according to male dominated societies, and hence the police is a restricted space for men that focuses on discovering crime, where if police officers face danger, sometimes force is used. Recruitment involves security clearances and personal interviews, during which the candidates, women or men, who do not have decent masculine attributes, such as the ability to demonstrate authority, are excluded (Denham, 2008). A police force that is representative of all groups of society and that reflects the ethnic, religious, geographic, sexual, political and tribal composition, acquires the confidence of all citizens and enjoys more legitimacy. Young police officers may know nightclubs better and may be more capable of developing new solutions for the disorder resulting from alcohol and drug abuse (Valasek, 2008). The British Ministry of Interior pointed out the importance of having Muslim policewomen to address the needs of Muslim women when they resort to the police or when they are part of conflicts (Valasek, 2008). International studies have revealed that women and men enjoy equal capabilities of performing police tasks efficiently and that increasing the number of women in the police has tangible benefits for their operations. Several studies have agreed over the need for measures to bridge the gap in the number of women and men in the police, and to adequately respond to the security needs of women and marginalized groups (Valasek, 2008). Studies on security sector reform and gender in several countries in the world have revealed that policewomen use less physical force. Policewomen are less inclined to use excessive force such as the use of arms, therefore they are the best way to resolve problems that involve excessive force. Moreover, policewomen face less opposition or resistance from male offenders upon arrest or investigation. Policewomen are mostly better skilled in communication than their male colleagues and work on building public confidence, hence a perfect model community police. (Valasek, 2008; Denham, 2008). Increasing the number of women in the police has become a practical necessity, since the police address cases of violence against girls and women, i.e. gender based violence (GBV). The presence of policewomen encourages women to report GBV to fellow women in the

police. Furthermore, the presence of trained women during investigations who provide support and protection is of utmost importance, as it comforts women and encourages them to speak up accurately about the nature of the violence they suffered from, especially those of a sexual nature (Denham, 2008).

The Special Rapporteur of the Committee on the Elimination of Discrimination against Women of the UN has indicated that acts of discrimination preclude providing the services of the police fairly. The Rapporteur said that women in most countries of the world denounce the police's insensitivity towards treating them. Some women have pointed out that the police may fail to investigate violence based crimes effectively because when women go to the police to report rape they face mockery. The existing gender-based discrimination may be aggravated when coupled with discrimination based on sex, group, social class, age or disability. Such discrimination and violence that the police systemically practice against communities, such as the gypsies in Croatia and the Czech Republic, discourage women from seeking help from the police (Denham, 2008: 16). Increasing women's presence alongside appropriate representation of groups in the police is not the only solution to eliminate discrimination from the police. The prevailing culture that degrades and violates women may be used by the police officers as an excuse to protect themselves at the workplace. Hence, police reform must include means to overcome the obstacles of institutional culture, to build a police force in which the police officers respect the communities they serve, and to intensify control and accountability for any violation the police officers may commit against their women colleagues or against women who seek police services (Valasek, 2008). All police protocol and procedures must be revised to ensure that they are gender-mainstreamed and absent of any form of discrimination. These procedures and protocols must include provisions that address GBV and assert that the mission of the police is to serve all the groups of society. It is necessary to consult with the organizations that work with victims of violence and with other sectors such as health, education, judiciary and criminal systems (Valasek, 2008). It is also necessary to ensure the support of the senior administration with regards to protocols and procedures, and to ensure the allocation of the relevant training resources. Furthermore, there is a need to disseminate the procedures to all police stations, place them in clear places, and hold public awareness campaigns about police procedures to ensure that they are known and implemented (Valasek, 2008).

Few studies at the Arab and Palestinian levels have addressed the impact of women in the police and the difference they make, or of gender and the police. There is a need for conducting such studies in the future. The scarcity of such studies may be attributed to the low rate of Arab/Palestinian women in the police. At the same time, women mostly get administrative and logistic support jobs and the concept of gender in the police is still in the process of development and mainstreaming, particularly in Palestine.

The police in the Palestinian context

Because of the specificity of the Palestinian political conditions of being under occupation, the continuing political division between Fateh and Hamas, the geographic and security classifications of the West Bank areas and the limited powers of the security services according to the Oslo Accords, the following section focuses on the literature on the police and the Palestinian public, while comparing it with other literature internationally and from the Arab world.

The evolution of the Palestinian Civil Police: Milestones

The PCP is an important component of the Palestinian security forces, and constitutes, together with other justice institutions and security services, the reference for the rule of law all over the state of Palestine. The Palestinian Authority (PA) established the PCP as a part of its public administration during the second half of the 1990s. The PA itself was established in 1994 following the Oslo Accords of 1993 between the Israelis and the Palestinians. The PCP, which comprised of 9000 members upon its formation, is the largest Palestinian internal security force (Palestinian Central Bureau of Statistics [PCBS], 2015; Ibhees, 2014; Hatatbeh, 2013).

Several obstacles impeded the security services, some of which were external obstacles represented by the stagnation in the political process, which affected the growth and development of the security services. Furthermore, the second Intifada and the occupation also obstructed the work of the security services. During the second Intifada, the Occupation destroyed the infrastructure of the security services, including police stations, detention centers, military camps and other vital infrastructure for the work of the security services (Hatabeh, 2013; Ibhees, 2014). **The practices of the Occupation during the second Intifada had grave consequences, as they led to the inability of the PA to impose the law and maintain public order in the areas under its control, and led to a state of security chaos in the occupied Palestinian territories (Hatabeh, 2013).**

At another level, since the emergence of Hamas as a political and military power in the Palestinian arena, it has sought to undermine the concepts and policies on which the vision of the Palestinian national security was built on. As a part of the political program of the PLO, Hamas rejected the negotiations project as a means to establish the independent Palestinian state. Hence, Hamas rejects the presence of the security services within the framework of this project, and rejects this vision of the Palestinian security.

Hamas joined the PA following the 2006 legislative elections, when the political division and subsequent rift over security started. It rejected the then existing security services and replaced them with the so-called Executive Force, formed after the Hamas military takeover of Gaza Strip in 2007 and the internal division between Fateh and Hamas (Hatabeh, 2013). The PCP asserts in its documents, including the 2014-2016 Strategic Document, that the threats against the PCP include the Occupation and its practices on the ground, the geographic security divisions of Areas A, B and C, the lack of control over the borders, the plurality of financial, administrative and judicial frames of

references, the continuing **dysfunction of the Palestinian Legislative Council (PLC), the internal political division, and Hamas's control over Gaza Strip.**

The PA realized the extent of these factors' influence on the security services, and gave special attention to reforming the public security sector several years ago, including the police. Hence, it worked on the rehabilitation and development of police stations. The number of police utilities in the West Bank reached 78, of which 64 are police stations. These utilities include the police directorate offices in the governorates, the public order, prisons and detention centres, and stations for the Border Police, Tourism Police, Criminal Investigations and Traffic Police (Bailly, 2013).

The police reports to the Ministry of Interior (MOI), and its organizational structure starts with the Director-General of the Police, Brigadier-General Hazem Atallah, and his deputy. It includes 24 specialized central administrations for the different security services, including law enforcement, citizens' complaints at Grievances and Human Rights, and support administrations for research and development, planning, training, internal control over the police performance, financial and logistic support and others. Some central administrations have branches in directorates while others are only at the central level at the Police General Administration (M. Salaheddin, personal communication, December 29 2015).

The police have around 7,675 members, of whom 256 (3.3%) are women. The police have adopted encouraging policies to increase the drafting of women. While the rate of women in the Palestinian police is relatively close to rates in the neighbouring countries, it is lower than the world rate (9%) (Bailly, 2013). Having women in the police is not the only factor that encourages women to resort to police services, but other measures are necessary as well. However, increasing the number of women in the police demonstrates that the security sector seeks to be gender responsive because of the huge gap and imbalance between the number of men and women in the police (Bailly, 2013). The level of education of the police officers is also relatively low, whereby only 15.6% hold bachelor's degrees and 1.2% hold master's and PhD degrees, while around 50% have not graduated high school. This has an impact on the effectiveness of police work and reveals that working in the police is not attractive to university graduates and bachelor's degree holders (Bailly, 2013). Furthermore, police members are relatively young, as 36% are under thirty years of age, 50% are between 30-39, 13.6% are between 40-49 and 0.5% are fifty years of age and above. Despite such, 63.7% of police officers have more than 10 years of experience, indicating a low rate of quitting, which may be explained by the high unemployment rate and the lack of job opportunities in the Palestinian market (Bailly, 2013).

It is worth noting that the annual statistical book from 2014 that the Police General Administration issues included many different statistics about most administrations such as Anti-Narcotics, Criminal Investigations, Tourism, Special Police Forces, the Traffic Department and others. However, under Human Resources, the book did not include updated statistics about the number of police, nor was there segregation

according to sex, age, experience, education, rank and governorate. Regarding the training administration, the book had statistics about participation in internal and external training courses, but again they were not segregated according to sex or the nature of the training.

Despite the efforts to reform the security sector, including the PCP, the Strategic Document (2014-2016) acknowledges the following weaknesses: the absence of a Police Law, weakness of some applicable laws, the incomplete administrative and incentives systems, weakness in the recruitment of new members, the incomplete database, weakness at police stations, poor public safety systems, lack of a financial strategy, incomplete training systems, poor infrastructure and equipment, and poor mass communication.

Researchers continue to criticize the security reform processes and their limited impact because of political factors. The study by Shaqqa et al. (2015) revealed that the PA has approved a set of laws that have regulated the security sector over the last few years as a part of the security sector reform. The reform included restructuring the Palestinian security services within the context of the internal political and geographic division and in the wake of the prolonged impasse in the Palestinian-Israeli peace process. While the peace process led to severe political polarization, it also enabled the PA to provide security. Other studies criticized the administrative aspects of the work of the security services. Hatatbeh (2013) indicated that most security services suffer from poor administrative processes, giving employment as an example. The hiring process is not often in accordance with levels of education and experience, but is rather influenced by nepotism and political affiliation. Hatatbeh believes that the security services lack administrative planning and their work is random and overlapping. The administrative control system in these services require development towards more transparency to verify that these services are actually fulfilling their mandates (Hatatbeh, 2013).

Hatatbeh (2013) believes that the PCP developed its administrative planning capacity with its successive strategic plans, the last being the mid-term plan (2014-2016), in addition to the operational plans. The PCP has an organizational structure, specialized administrations, a general inspector, an Internal Security Administration and a Grievances and Human Rights Department. It has developed job descriptions, completed for ten administrations until the date of writing this study, with on-going work to complete procedural manuals for the different administrations. It seeks to achieve its set strategic goals, thus it completed the training program, completed the draft Police Law and other goals, according to Colonel Dr. Mahmoud Salaheddin (personal communication, December 29 2015).

The public perception of the Palestinian Police

Access to police services

The occupation and its practices are first and foremost the main factors which Palestinians suffer from and which deprive the West Bank from access to the security and justice sector, because of the difficulties in freedom of movement and the lack of political jurisdiction over wide areas. The police services are deficient because of the lack of security authorities in certain areas of the West Bank and East Jerusalem. Moreover, Palestinian security has no jurisdiction over H1 in Hebron, the only city that has dual Israeli and Palestinian administrations. The settlers reside in the city center and the citizens who live in Areas B and C have difficulty accessing the Palestinian police services (PCBS, 2015). Having close police stations that are easily accessible and that can deliver their services to citizens enhances citizens sense of security and their confidence in the police. The PCP reform and development contributed to improving the citizens' assessment in the West Bank, as the police services have improved during the last three years, and the police's responsiveness to the needs of communities is also better (PCBS, 2015).

Communicating with the police and the services that the citizens require

Communication between citizens and the PCP is relatively poor, as it turned out that 50% of services the police provide are either resolving fights or traffic violations. The citizens who need police services mostly obtain them by going to the police station, not through telephone calls and rarely by e-mail (PCBS, 2015). Almost all Palestinian citizens considered the PCP as a legitimate source to resort to regarding issues of public security and safety, as 91.6% of the surveyed citizens said that they would contact the police if they felt any threat against them (PCBS, 2015). This reveals that the police play an extremely important role in providing a sense of safety and security for most citizens. Other factors that persuade citizens to resort to police services include a feeling of public duty, a high rate of confidence in the ability of the police to provide the necessary protection for women and children, and a reasonable knowledge of how to obtain police services (PCSB, 2015).

Public confidence and satisfaction with the performance of PCP

Despite the difficulties that the security services face, including the police, and the reform of the different security services, the police enjoy the highest rate (75%) of public satisfaction in comparison with other security and justice services, according to a study conducted by the UNDP (2012) about the opinion of the Palestinian public towards the security and justice sector. It also ranked second among seven justice and security services in its importance in enhancing the rule of law (UNDP, 2012).

In the same context, a recent study by the PCBS and UNDP (2015) on the public opinion of the PCP services revealed that it generally enjoys a high rate of confidence. However, the rate decreased in relation to providing services based on equality and integrity. The respondents in the same study considered nepotism a form of corruption that is common in the police, but did not consider abuse of power or bribery a common form (PCBS & UNDP, 2015).

The public's knowledge of the available police services

The PCBS/UNDP study (2015) revealed that citizens had general knowledge of the available police services, except for the services of Grievances and Human Rights. Less than one third of the respondents (4 thousand households in the West Bank) knew about it, and very little were knowledgeable about the different police departments, including the Family and Juvenile Protection units. The same study noted that the low rate of public awareness of some police services was attributed to their absence at the governorate level. Gender and place of residence were influential factors in the public's awareness of the police services, as women and citizens living in Area C had much less awareness of the police services than men and citizens living in Areas A and B.

Police procedures and public satisfaction

The efficiency and effectiveness of police procedures constitute factors that enhance the satisfaction of the public as indicated in the aforementioned literature. At the Palestinian level, 65% of the respondents from a study about the public opinion of the justice and security services expressed their satisfaction with the effectiveness of the police in enforcing court decisions. In the study, 81% said that contacting the police by phone was easy and that the police would respond and 67% said that they were satisfied with the quick response of the police to their demands and needs (UNDP, 2012).

Despite the relatively good results in those specific aspects, Shaqqi et al.'s (2015) study revealed a division in the respondents, as half gave a positive assessment of the security sector (including the police) while the other half gave a negative assessment. It is worth noting that their study, unlike the other studies such as the UNDP (2012) and PCBS/UNDP (2015) studies, there were discrepancies between those who had a previous experience with the security or justice sector and those who had no previous experience. The study by Shaqqi et al. (2015) identified that the level of satisfaction was 0.43 among those who had a previous experience and 0.50 among those who had no previous experience with the security sector. **Their conclusions conform to the theoretical frameworks that identify the public's opinion and evaluation of the police. Their study reinforces the theoretical framework that hypothesizes that previous experiences and direct contact with the police have a higher influence than those who had no prior experience or contact with the security services, including the police.**

Shaqqi et al. also revealed the indicators that received less or more than the 0.51 index, indicating that seven main indicators were higher than 0.51, while the rest were lower according to the following table:

Indicator	Grade
Future expectations of the professional capacities of the security services	0.62 (the highest grade)
The indicator for personal security and safety	0.61 (with advanced indicators)
The indicator for evaluating the role of the security services in protecting the law and public freedoms, and combating crime	0.60
The indicator for the knowledge of the functions of the different security services	0.28 (the lowest grade which means that reform is nil)
Perception of the spread of corruption in the services	0.35
The indicator for the citizens' assessment of the capacity and professionalism of the security services	0.45 (which means it is poor)
The indicator for freedoms accountability and human rights	0.47 (poor)
The indicator for the evaluation of the justice system	0.49

The table above includes significant positive indicators in the work of the security services, such as personal safety and security, combating crime, enforcing the law and future optimism towards the capacity of the security services. The low indicators indicate that the Palestinian public believes that the procedures to tackle corruption are ineffective, the mass communication is poor and ineffective in informing the public of the

different functions and responsibilities of the various security services, there is a continued overlap in their work, and there is poor compliance with the legal mandate of each (Shaqqi et al., 2015). Some findings converged with other studies over the poor level of integrity and equality, and over nepotism, as revealed in the PCBS/UNDP study (2015). The findings revealed discrepancies in ten indicators for those who had a previous experience with the security services and were higher by 15 points in 10 indicators in comparison with those who had no experience and had only general impressions (Shaqqi et al., 2015).

Setting up the complaints system enabled citizens to place formal complaints against the police officers who violated their rights, constituting an important measure that enhanced performance, the quality of services, respect for human rights, and removed injustices. The PCP set up the Grievances and Human Rights Department to receive the complaints of citizens and police members in 2008 at the central office in Ramallah and has no offices in other governorates (A. Odeh, personal communication, December 29 2015).

The Police Annual Statistics book (2014) indicated that Grievances and Human Rights received 318 complaints during 2014, with a 3.6% increase compared to 2013, with the highest rate in Hebron and the lowest rate in Qalqilya. There is no classification of the complaints according to type, sex, age group, or complaining party (citizens or police). The book only included classifications according to responses to complaints and whether complaints were sent to the department directly or referred from the Independent Commission for Human Rights (ICHR) or other organizations. The most common complaints involved harsh treatment by the police, physical harm and subsequent life threatening conduct. The least common complaint involved corruption (PCBS, 2015).

Despite the high level of satisfaction with the PCP and the low rate of complaints against it, the citizens' knowledge of Grievances and Human Rights and the mechanisms of complaining did not exceed 27% of respondents according to the PCBS (2015). Gender discrepancies existed in submitting complaints, with a much higher rate of men complaining than women, and a higher rate among the youth than the older age groups. The reason for the low rate of women complaining may be attributed to their poor awareness of police services or social and cultural limitations, namely the unsupportive traditions. Hence, it is necessary to enhance the role of women in public life (PCBS, 2015). The level of satisfaction, including consideration of the complaints, was 44%, less than other police services where respondents reported a 64% level of satisfaction. The level of satisfaction of the respondents towards the speed of the police to process complaints was low (PCBS, 2015).

Reasons for not resorting to the PCP

There are different reasons that discourage citizens from resorting to the police, part of which is related to the lack of confidence in the police's ability to provide them with effective protection. Furthermore, some still consider tribal dispute resolution more efficient than those of the police. Other reasons include the social perception of inequality

in the treatment from the police. The PCBS study (2015) identified such reasons, indicating that only 8.4% of the respondents would not resort to the police if they faced a life-threatening situation. The study also revealed gender discrepancies in willingness to resort to the police, where the highest discrepancy was related to fear from stigmas alongside family and community pressure against women. While 47% of women said that family and community pressure discourages them from resorting to the police, only 15% of men faced similar pressure, whereas 41% of women were afraid of the social stigma of seeking police services compared to 21% of men (PCBS, 2015).

The judgmental, patriarchal culture constrains women's conduct and decisions according to family and social traditions. It builds judgments and stereotypes against women who resort to the police and these constitute as obstacles that impede their right to defend their rights from violation through resorting to the police.

Another reason that discouraged individuals to resort to the police included the place of residence. Women and men who live in Area C refrain from going to the police because the police have no access to them. This also applies to the Israeli ID holders. Furthermore, the political affiliation of the police constituted a discouraging factor for one out of ten respondents (PCBS, 2015).

These findings assert that the cultural factors constitute an obstacle that discourages women from going to the police and benefiting from their services, and this constitutes a challenge for the police and the security sector that they must address. They should raise the community awareness towards the injustice and risks that women may face because of traditions, geographic security classifications and political affiliation, all of which are factors that undermine women's access to the police.

Gender and the Palestinian police

Women's access to justice is critical, especially in conflict and post-conflict areas, and places under occupation and authoritarian regimes. In the Palestinian context, women face difficulties because of the Occupation and the patriarchal culture (Kevorkian, 2014). The security services, including the police, are male dominated. According to the division of labor, it is a strictly masculine domain. Even most literature in the Arab world use the term "security man or policeman". A Gender Unit was established to gender-mainstream the police policies and procedures. The unit is currently developing a gender strategy (M. Salaheddin, personal communication, December 29 2015) and may take some time until this unit has an impact. More importantly, police officers must be convinced of adopting the concept, in the internal work environment and with the different social groups that the police work with.

Since the general conviction continues to be that the police are a realm for men, as it requires force and is represented by men and their authority, the findings of the PCBS study (2015) revealed that the respondents believed that the male police officers had

more powers than the female police officers. There is a belief that policewomen treat citizens with a higher degree of respect and privacy than policemen, and this is confirmed with the findings of global studies.

Laws and legislations that regulate the work of the police in Palestine

The PA embarked on a process of legal reform that focused on the security sector and which led to adopting several security legislations. Nevertheless, the PA security legislations are still incapable of overcoming the challenges of the security needs of the Palestinian citizens. These legislations were issued on several occasions, in the wake of certain incidents or in response to external pressures, and were issued without a clear strategy. Hence, security legislative reform has become an urgent need to regulate the legal framework of security services (Birzeit, 2010). The police's legal framework is still incomplete, as the Palestinian Police Law has yet to be enacted, although the draft has been prepared and submitted to President Mahmoud Abbas (M. Salaheddin, personal communication, December 29 2015).

The PCP 2014-2015 strategic document identified the legal framework of reference that regulates the work of the police, which was partially inherited from the successive authorities that ruled Palestine and partially enacted by the PA. Structurally, the police derives its authority and legitimacy, regulates its administration and provisions, and determines the rights and duties of its members by the following legislations: the Palestinian Basic Law, in which Article 84 regulates the work of the security services under a special law; the presidential Decree of 1993, which established the police; the 1965 Jordanian Public Security Law No. 18; the 1963 Palestinian Police Decision By Law No. 6; the 2002 Presidential Decree No. 12, which asserts that the police, the Preventive Security and the Civil Defense belong to Ministry of Interior; the 1979 PLO Revolutionary Penal Code; the 2005 Council of Ministers (COM) Decision No. 99, which established the Judicial Police; the 2005 Security Forces Service Law No. 8; the 2004 Palestinian Security Forces Insurance and Pension Law No. 16.

At the practical level, the police derive its powers from the following set of applicable legislations, which regulate the police work, determine its interventions and constitute its legal reference: the 1972 Narcotics Military Order No. 437, the 1960 Jordanian Penal Code No. 16, the 1954 Juvenile Reform Law No. 16, the 1998 Weapons and Ammunition Law No. 2, the 1998 Public Meetings Law No. 12, the 1998 Reform and Rehabilitation Centers Law No. 6, the 1998 Traffic Law No. 5, the 2001 Palestinian Criminal Procedures Law No. 3, the 2004 Palestinian Child's Law No. 7 and the 2005 Illicit Gains Law No. 1.

Bearing in mind that the Judicial Police face extreme difficulties and cannot fully operate in Areas B and C because of the Oslo Accords, the following laws identified the role and functions of the Judicial Police officers: the 2003 Amended Basic Law, the 2001 Criminal Procedures Law No. 3, some articles of the 1998 Reform and Rehabilitation Centers Law No. 6, the 2002 Judicial Authority Law No.1, the 1998 Traffic Law No. 5

and the 2015 Decision By-Law on Combating Narcotics and Psychotropics. The Basic Law, Traffic Law, Anti-Narcotics Decision By-Law and Criminal Procedures Law designated the following specific roles to the Judicial Police:

- Receive reports and complaints;
- Submit the reports and complaints to the Prosecution without any delay;
- When caught in the act move immediately to the crime scene;
- Search, investigate and collect evidence;
- Conduct inspections, take fingerprints and picture the crime scene;
- Seize the tools and persons, search them and prevent them from leaving the crime scene;
- Immediately take their statements and write official statements;
- Send the accused to the relevant prosecutor within a maximum of 24 hours;
- Seek the assistance of experts and witnesses;
- Take all the necessary measures to maintain the integrity of evidence;
- Verify all the procedures in official minutes signed by the concerned parties;
- They are not allowed to arrest anyone except by an order from a legally relevant party;
- They are allowed to arrest without a warrant from the prosecutor if they have evidence to charge, such as a person caught in the act, who tried to escape, resisted the judicial police officer during the performance of his duty, or refused to give her/his name or address.

Article 96 of the Traffic Law identified specific cases in which the Traffic Police may arrest a driver who committed a traffic offense:

- A police officer may arrest the driver of any vehicle without a warrant of arrest if s/he sees him commit a traffic offense in the following cases:
 - Driving without a driver's license;
 - Driving a car without plates;
 - Causing a car accident with grave damage;
 - The driver refuses to give her/his name, address, or show her/his driver's license or car license;
 - If the driver assaults the Traffic Police verbally or physically during or because of carrying out their duties, or refuse to obey their instructions;

- Driving under the influence of narcotics or alcohols.

Article 13 of the Anti-Narcotics Decision By-Law outlines that the judicial police officers shall take the necessary measures, in full coordination with Anti-Narcotics, against any person with the possession of narcotics or psychotropics, and may enter any land or place that has narcotics, psychotropics or prohibited plants or seeds to seize, cut, collect or keep them at the Anti-Narcotics Department as exhibits for the case in accordance with the law. Furthermore:

- The judicial police officer may get an order from the prosecution to arrest an accused person if he has sufficient evidence that s/he committed a felony or misdemeanor;
- The judicial police officer may take from the arrestee any weapons or tools s/he may have;
- The judicial police officer may search the arrestee and make an inventory of the seized objects signed by the parties;
- Only females seconded by the relevant inspector are allowed to search females;
- The judicial police officer is not allowed to unseal any sealed documents s/he finds;
- The judicial police officer is bound to grant a copy of the inventory to the arrestee if s/he requests it;
- The judicial police officer is allowed to request assistance from another person to arrest a person s/he has the authority to arrest;
- The Judicial Police may seek the direct assistance of the police or the military if deemed necessary;
- The Judicial Police may enter houses during the day upon a warrant from the prosecution, except in the case of fire, drowning, a request for help from inside the place or when there is a crime caught in the act.

[In all cases, the law stipulates preserving human dignity and does not allow for physical or moral harm to the accused.](#)

The Amended Basic Law of 2003 and criminal justice

To administer criminal justice laws, legislations and legal procedures are required that guarantee citizens the right to litigate and to report offenses to relevant parties, which in turn will carry out their duties in a manner that is compliant with the law, while respecting human rights and public freedoms. This requires compliance with the law and legal procedures to administer criminal justice based on equality and without discrimination. In accordance with Article 9 of the Basic Law: “Palestinians are equal

before the law and the Judiciary, without any discrimination based on race, sex, color, religion, political opinion or disability.” The law is the basic component of any criminal justice system. Hence, we shall address the applicable laws in Palestine, which regulate the functions and tasks of the police from the moment an offense is reported or a complaint is submitted, and the relation between the police work, the rehabilitation and reform centers or prisons, and the Judicial Police.

Article 84 of the Basic Law⁸ defined the role of the police as such:

The national security forces and the police are regular forces and constitute the armed forces of the country, and their function is restrictively to defend the homeland, serve the people, protect society, keep security, public order and morals, and perform their duty in accordance with the law with full respect for rights and freedoms.

The security and police forces are regulated by law and in line with international conventions. The International Covenant for Civil and Political Rights⁹ provides in Article 1/10 that “all persons deprived of their liberty shall be treated with humanity and with respect for the inherent dignity of the human person.” Furthermore, the United Nations General Assembly Resolution on the Body of Principles¹⁰ for the protection of all persons states in Principle 1, “All persons under any form of detention or imprisonment shall be treated in a humane manner and with respect for the inherent dignity of the human person.”

The Basic Law is compliant with international conventions and is binding for the police, as one of the most important law enforcement institutions in Palestine, whose main task is to maintain the public order, protect society, preserve public rights and freedoms and preserve the citizens’ dignity.

Article 21 of the Criminal Procedures Law¹¹ states that the judicial police officers are:

- The police director, deputies, assistants and the police directors in the governorates and general administrations;
- The police officers and non-commissioned officers;
- The heads of marine and air vessels;
- The employees granted the powers of Judicial Police by law.

⁸ The 2003 Amended Basic Law

⁹ The International Covenant for Civil and Political Rights was ratified in 1966 and entered into force on the 23rd of March 1976.

¹⁰ Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment, ratified and publicized in the UN General Assembly (UNGA) Resolution No. 173/43 on the 9th of December 1988.

¹¹ The 2001 Criminal Procedures Law No. 3.

The Traffic Law determines the tasks of the Traffic Police in organizing the traffic and ensuring the absence of violations of the Traffic Law.

The 2015 Anti-Narcotics and Psychotropics Decision By-Law identifies those who have the capacity of Judicial Police in some offenses, including:

- Pharmacist employees authorized by the Minister of Health;
- The inspectors of the Ministry of Agriculture and agricultural engineers appointed by the Minister of Agriculture;
- The tax inspection department;
- Workers at the customs department at the Ministry of Finance;
- The customs police;
- The border and border-crossings forces.

Article 21 Paragraph 4 of the Criminal Procedures Law identifies the employees who are granted the powers of the Judicial Police in accordance with the law. Hence, the law determines those who have the capacity of the Judicial Police to search and investigate crimes, and receive complainants, which is elaborated in the Anti-Narcotics law, which granted this capacity to pharmacists, agricultural engineers, employees at the Ministry of Finance, the customs police and the borders and border crossings forces.

Functions of the Judicial Police according to the Criminal Procedures Law¹²

When the Judicial Police receive men or women complaining or reporting a crime or a misdemeanor, according to Article 111 paragraphs 1 & 2 of the Criminal Procedures Law, “the judicial police officers implement the warrants and subpoenas and may implement the subpoenas by force if necessary.” This requires specific legal procedures described in the Criminal Procedures Law, Section Two, Chapter One, on searching and collecting evidence that facilitate investigating the case. Article 19/2 described the duties of the judicial police officers by saying, “the judicial police officers search, investigate crimes and their perpetrators, and collect the necessary evidence for investigating the case.” The Traffic Law determines the tasks of the traffic police officer including how to treat drivers, her/his role and when s/he can use her/his right. The Anti-Narcotics Law expanded the scope of the Judicial Police because of the serious impact of narcotic drugs on Palestinian society. It stipulates that the Minister of Interior has the authority to establish the Anti-Narcotics Department in the police, and that the Minister’s decision shall be published in the Gazette, in accordance with the law and in implementation of the 2015 Decision By-Law on Combating Narcotics and Psychotropics. The department is under the supervision of the Director-General of the Palestinian police, in addition to his assistants and deputies.

¹² The 2001 Criminal Procedures Law No. 3.

Hence, when a crime occurs, the Judicial Police must follow the legal procedures provided by the law to unveil the crime and find evidence against the offender through searching and investigating. The statement of the accused must be taken in an official record in accordance with the law. The law allows the Judicial Police to use force when necessary in the enforcement of subpoenas issued by the prosecution. However, it does not determine or detail the cases in which the use of force is necessary, although Article 113 of the Criminal Procedures Law stipulates that, “the subpoenas are enforceable in Palestine and [at] any time of the day or the night”.

It is worth noting that the legislator distinguished between acceptable times that the police are able to enter houses, where officers are unable to enter at night unless the crime is caught in the act, or the expedited circumstances necessitated that, as provided in Article 41. The legislation also provided for enforcing subpoenas at any time during the day or night, and by force if the relevant parties believe that the accused is inside the place. Article 112/2 of the Criminal Procedures Law also said that the “Judicial Police may enter by force when necessary to any place based on reasonable belief that the person against whom there is a subpoena is in it.” These provisions show that the norm is not to enter houses at night and to respect individuals’ privacy. The exception is catching the criminal in the act, the cases of probable cause and expedited cases. If the health condition of the person with a subpoena does not allow bringing her/him to justice, the prosecutor shall move to the place where the person is to investigate her/him, according to Article 114 of the Criminal Procedures Law. The prosecutor may order sending her/him to the hospital for treatment if necessary and placing the necessary guards if a detention decision is taken. In this context, the Traffic Law allows the police officer to arrest the driver of any vehicle who commits an offense in front of her/him without a warrant.” Hence, the driver must respect orders and provide any official documents related to the vehicle to the traffic police officer without any resistance, and the police officer must treat the driver with respect, so that the law is implemented to administer justice. Article 13 of the Anti-Narcotics Law provides that “the judicial police officers shall take the necessary measures, in full coordination with the Anti-Narcotics Department, against any person who is in possession of narcotic drugs or psychotropics, or enters any land or place that has narcotic drugs or psychotropics, or the prohibited plants or seeds, to seize, cut, collect or deposit them at the Anti-Narcotics Department as exhibits for the case in accordance with the law.” These provisions reveal that the legislator overlooked granting police officers the capacity of the Judicial Police and established a specialized administration whose tasks are performed by officers who have the capacity of the Judicial Police in the Palestinian police. Consequently, as we read the provisions we find two necessary things so that the evidentiary procedures are done in accordance with the law and be accepted in criminal cases:

- A specialized administration that practices the tasks of the judicial seizure;
- The staff of this administration must have the capacity of the Judicial Police.

This procedure is linked to practicing the mandate, since the legislator restricted the investigation, arrest and collection of evidence to this administration, and forced all security forces to coordinate and submit narcotic cases to the same administration.

Receiving reports and complaints, and the tasks of the judicial police officers

Article 22 of the Criminal Procedures Law identifies the tasks of the Judicial Police as follows:

- Accept the reports and complaints of crimes, and refer them without delay to the prosecution;
- Conduct the inspection and obtain the necessary clarifications to facilitate the investigation, and seek the assistance of experts and witnesses without oath;
- Take all the necessary measures to preserve the integrity of the evidence of the crime;
- Prove all the procedures that took place through official records signed by them and the concerned parties.

Discovery, inspection and assistance of experts and witnesses

Article 22 Paragraphs 2 & 4 provide that when the Judicial Police receives reports and complaints it should discover and inspect the crime scene, seek the assistance of experts and witnesses, and verify all the procedures in official records after signing them and getting the signature of the concerned parties. Do the Judicial Police comply with these legal procedures and do they have records that document all the complaints of citizens, even those of female and male minors? Once again, we face the dilemma of giving rights according to specific legal procedures, which the legislator did not address, leaving a large legislative vacuum.

Tasks of the judicial police when a crime is caught in the act: Articles 27 and 28

Article 27 provides that “the judicial police officer, when a crime is caught in the act, must move immediately to the crime scene to inspect and seize the physical effects, verify the condition of the places, persons and anything of use to discover the truth, listen to the statements of those who were present or who can give clarifications in relation to the crime and the offenders, and must notify the prosecution immediately. The prosecutor must move immediately to the crime scene once notified of a crime caught in the act.”

Article 28 states that when the judicial police officer arrives at a scene of a crime caught in the act, s/he may prevent the prevent persons from leaving the crime scene or moving away from it until the record is written, and may immediately bring those who can provide clarifications of the incident.

Anyone who violates the provision of Paragraph 1 above and refrains from attending is subject to imprisonment for a period that does not exceed 6 months or a fine not exceeding 50 Jordanian Dinars (JOD), or their equivalent in the legally circulated currency.

In crimes or misdemeanours caught in the act, the judicial police officers are bound by the law to move immediately to the crime scene and notify the prosecution to attend. The law grants the judicial police officers the powers to prevent all persons from leaving the crime scene until a record of the incident is documented, and to obtain information that helps with the incident. Any party that violates the law is subject to a penalty for failing to comply with the orders of the judicial police officer.

Powers of the Judicial Police to arrest: Articles 29 & 30

Article 29 states that it is inadmissible to arrest or imprison persons except by the order of the relevant party, and they must be treated in a manner that preserves their dignity and must not be harmed physically or morally.

Article 30 states that the Judicial Police may arrest without a warrant any present person if there is evidence to accuse her/him in the following situations:

- Felonies and misdemeanours caught in the act whose penalty exceeds six months of prison;
- If the person obstructs the judicial police officer from performing her/his duties, was legitimately arrested and escaped, or tried to escape from the place of detention;
- If s/he commits a crime or is accused of committing a crime, and refused to give her/his name or address, or had no known or fixed address in Palestine.

The law requires the judicial police officer, as part of the legal procedures, to introduce her/himself and to notify the arrested accused person of the reasons for the arrest. Article 96 of the Traffic Law identifies specific cases in which the police officer may arrest a driver who committed a traffic offense in front of her/him. The powers of the police officer differ in receiving reports and complaints according to the Criminal Procedures Law as opposed to the Traffic Law or the Anti-Narcotics Law. In this case, the special law always supersedes the general law, which means that if the provisions of the Criminal Procedures Law differ from those of the Anti-Narcotics Law, then the latter applies since it is a special law. Article 96 Paragraph 1 stipulates that the police officer who arrests a driver must refer her/him to the relevant court within a maximum period of 24 hours. Hence, the driver must obey the traffic officer's orders, and on the other hand, the traffic officer must treat the driver with respect, and must refer her/his documents to the relevant court in traffic violations within 24 hours of her/his arrest. However, the legislator should have been more circumspect in Paragraphs a, b and f, and in these cases he should have handed her/him a subpoena to the court the next day, because offenses

such as having no driver's license or car plates, or driving under the influence of narcotics, which may be attributed to the use of pills, are not grave offenses like a car accident, or refusing to provide the necessary documents, or assaulting a police officer. The legislator has confused the terms of each case as the law does not classify the violations and address how to deal with them, but rather has granted traffic officers the power to arrest indiscriminately. The current traffic and penalty laws in most countries refer the violator to a court with a written ticket in the above-mentioned cases. Modern penal codes, including the Palestinian draft Penal Code, resort to alternative penalties for some violations, for example the deprivation from rights (revoking drivers' licenses, travel bans, community service, etc). Article 97 added that the police officer may seize the vehicle that committed a violation, where "the policeman may seize any vehicle driven with an expired license, without number plates, or a vehicle whose body has been changed without a license, and compound the vehicle until a car license is issued or number plates are installed." The vehicle owner, driver, or the person responsible for the car shall pay for the cost of seizing, transporting and releasing the vehicle, in accordance with the regulations. Article 98 of the Traffic Law addresses the grave violations, where "if the policeman has the proof that the traffic offense that the vehicle driver committed is a grave offense that may lead to [a] traffic accident, he must hand him a warrant to go to the court." This warrant is considered an indictment and a subpoena to the court. These are the offenses: driving in a way that subject people's lives or properties to danger, driving in the opposite direction, failing to stop at stop signs or to give way signs on crossroads, crossing red lights, reckless passing or passing on solid lines, and others. This reveals a contradiction in the legal text, as police officers are able to arrest drivers in simple traffic offenses, but must submit a subpoena to the court in grave violations.

The cases in which the judicial police officer has the authority to arrest the accused are:

- A warrant was submitted from the prosecution to the judicial police officer to arrest the accused.
- The legislator made arrests conditional in normal situations under the order of the relevant authority, i.e. the prosecution which requests, through a warrant, the Judicial Police to arrest a certain person for committing an offense provided for in the text of the law - no crime and no penalty without a law. The legislator made it mandatory to treat the accused decently, with respect for her/his dignity and prohibited physical or moral harm against her/him.
- The judicial police officer may obtain an order from the prosecution to arrest the accused if the officer finds enough evidence that s/he committed a felony or a misdemeanour whose penalty exceeds six months of prison, but does not apply on committing simple contraventions.
- If caught in the act of a crime.

Under exceptional circumstances, the judicial police officer may arrest an accused person without a warrant of arrest when the accused is caught in the act or if s/he refrains from

obeying the officer's orders. The law also allows ordinary citizens to seize the offender of a felony or misdemeanour and to take her/him to the closest police station without instructions from any party. According to Article 32, "any person who sees an offender committing a felony or a misdemeanour may arrest her/him according to the law and take her/him to the closest police station, without waiting for a warrant of arrest from the prosecutor."

This requires explanation, as the law provides in Article 33 that, "it is inadmissible to arrest an accused caught in the act in cases that require a complaint, unless the complaint comes from the person who is entitled to complain. It is admissible to submit a complaint to any present relevant party from the public authority." In the Body of Principles, Principle 2 states that "it is inadmissible to arrest or incarcerate or imprison except with strict adherence to the provisions of the law and by specialized employees or authorized persons." How then, can an ordinary citizen do so?

This article is not in line with Articles 31 & 32 and there is a need to clarify who can file a complaint and start a case according to Article 4 of the Criminal Procedures Law. This article asserts that it is inadmissible for the prosecution to conduct an investigation or file a criminal case when the law requires the victim to file a written or verbal complaint, except in cases where the victim is under fifteen years of age, has a mental disability or her/his interest contravenes with the interest of the person representing her/him, in which case the prosecution shall act on her/his behalf. The law allows one to file the complaint with the relevant members of the authority, i.e. the Judicial Police. How can the law allow individuals to arrest someone caught in the act? This is a clear contradiction and constitutes a confiscation of powers of the relevant party. In other words, if the judicial police officer saw a person beating, insulting and harming his wife, sister or any other person, s/he cannot arrest the offender except with a complaint from the victim, while an ordinary citizen may do so. I agree with the legislator that any person who sees or hears a crime must notify the relevant authorities. However, the legislator overlooked another matter of extreme importance, i.e. reporting threats, since prevention is better than a cure.

The judicial police officer must listen immediately to the statement of the accused

Article 34 requires the judicial police officer to listen to the statement of the arrested person immediately and without any delay. If it is necessary not to release her/him, s/he must send her/him to the relevant prosecutor for investigation within 24 hours. The legislator did well in determining the legal period of not exceeding 24 hours for sending to the prosecution, except with the decision of the Magistrate, who is entitled to extend detention according to evidence that accuses the arrested person. Hence, there are constraints imposed on the Judicial Police in favour of the accused, especially that the legal principle provides that the accused is innocent until proven otherwise.

House searches and the authority to enter houses according to Articles 39, 41 and 47

Article 39 stipulates the conditions of entering private residences. Entering and searching houses constitute a part of the investigation work and can only be conducted with an issued warrant from the prosecution or with their presence, and upon charges against a person who resides in the house to be searched. Such persons include ones who committed an offense or misdemeanour, are suspected of being an accomplice, or face strong evidence that s/he is in possession of things related to the crime. The search warrant must also be justified and must be written in the names of one or more judicial police officers.

Article 41 states, “searching houses must occur during the day and it is inadmissible to enter during the night, unless the crime was caught in the act or there were circumstances that necessitate expedited measures.”

Article 48 stipulates that it is inadmissible for the relevant authorities to enter houses without a warrant except in the following cases:

- There was a request for help from inside;
- In the cases of fire or drowning;
- If there is a crime caught in the act;
- If the authorities are chasing a person under arrest, or if s/he escapes from a place s/he had been legitimately arrested.

Houses have privacy, and it is inadmissible to enter them without the permission of their owners, bearing in mind that the general legal principle provides that entering and searching houses constitute an act of investigation that only the prosecutor is entitled to conduct. However, Article 39 of the Criminal Procedures Law allows the prosecution to issue warrants to the Judicial Police to enter and search houses for committing a felony or misdemeanour or being an accomplice in a crime in one way or another, where the legislator required the warrant to include strong justification for breaking the privacy of houses. Legislation allows for conducting searches during the day, with the exception of crimes caught in the act or under expedited measures. The legislator did not define cases that require expedited measures, and should have identified them, rather than leave them open to interpretation, especially when there is only one police officer. The legislator was not attentive to the fact that women are always at home and that more than one police officer must come and must have a female with them. The law requires the presence of a female only in case a female is to be searched, as provided in Article 47 of the Criminal Procedures Law.

The Criminal Procedures Law allowed for monitoring wired and wireless conversations and recording conversations in private places, according to Article 51:

- The Attorney-General or one of his assistants may seize letters, newspapers, publications, parcels and telegrams from the post office related to a crime and the person who committed it.

- S/he may monitor the wired and wireless conversations and record conversations in a private place, upon a permit from the Magistrate, when this is of use for unveiling the truth in a felony or misdemeanour whose penalty is not less than one year of imprisonment.
- The seizing, monitoring or recording order must be justified and must be for a period that does not exceed 15 days renewable only once.

The legislator granted the Magistrate the discretionary power for taking the decision of monitoring and recording conversations of persons when it is useful to unveil the truth of a felony or a misdemeanour, and determined the penalty of the misdemeanour as not less than one year of imprisonment. This is a violation of the privacy of individuals and contravenes with the respect for human dignity, enshrined in the Basic Law and international human rights instruments.

The role of the Judicial Police: Arrest and pre-trial detention

Article 115 of the Criminal Procedures Law provides that “the judicial police officer must take the arrested person to the police station immediately.” This reveals that the authority of the Judicial Police ends upon arresting the accused, who must be taken to the police station to appear before the relevant prosecutor to move forward with the case procedures. They must investigate immediately to ensure compliance with the law and with legal procedures, since the accused is innocent until proven otherwise, and it is inadmissible to detain her/him for more than 24 hours unless the investigation proves that there is evidence that require her/his detention and takes the legal steps according to each case separately. The Judicial Police are not entitled to investigate the accused unless authorized to do so by the prosecution and the relevant authority. Article 55/1 clarifies this as “the prosecution solely has the competence of investigating crimes and disposing of them.” Article 56 states that “the prosecution embarks on investigation once it is notified of the crime,” and Article 55/2 states that “the Attorney-General or the relevant prosecutor may authorize a relevant judicial police officer to perform any act of investigation in a specific case, except for interrogating the accused in the subject of offenses.” Hence, the role of the Judicial Police is clear and it ends after searching, inquiring and arresting the accused, and handing her/him to the relevant authorities to start investigations. The law grants the prosecution the power to authorize the Judicial Police to investigate specific cases, except under felony charges. Article 119 of the Criminal Procedures Law provides that “if the investigation procedures require detaining the detainee for more than 24 hours, the prosecutor may request the Magistrate to extend detention for a period not exceeding fifteen days.” The legislator did well to give the magistrate the authority to extend the detention period, provided that it does not exceed six months, after which s/he is either released or referred to the relevant court for trial in accordance with Article 120/4 - it is inadmissible to detain individuals for a period that exceeds the penalty.

The rights of detainees according to the Criminal Procedures Law, the Reform and Rehabilitation (prisons) Centres Law and international human rights instruments

Article 123 of the Criminal Procedures Law provides that “every detainee has the right to contact his family and seek the assistance of a lawyer.” S/he has the right to file a written or verbal complaint to the prosecution if s/he was an inmate at the detention center, through the director of the reform and rehabilitation center (prison), and has the right to leave the prison without any delay upon the end of her/his term. The applicable law conforms to Principle 7 Paragraph 1 of the Body of Principles, which provides that “the accused has the right to appoint a lawyer”. However, the applicable law does not conform to Article 17 Paragraph 2, which asserts that the judicial authority or any other authority shall appoint a lawyer at no cost if the defendant has no sufficient resources. Most countries of the world have adopted this principle to administer justice for the defendants. Principle 17 provides that the detained person is entitled to the assistance of a lawyer. The relevant authority shall notify her/him of her/his right and upon arrest and provide reasonable facilities to exercise that right.

If the detained person did not choose the lawyer her/himself, then s/he has the right to have a lawyer appointed to her/him by a judicial authority or another authority in all cases that require so for the sake of justice, without paying anything if s/he has no sufficient resources.

Principle 13 of the Body of Principles provides that “any person shall, at the moment of arrest and at the commencement of detention or imprisonment, or promptly thereafter, be provided by the authority responsible for his arrest, detention or imprisonment, with information on and an explanation of his rights and how to avail himself of such rights.” Hence, all the rights of the arrested person must be read to her/him and s/he must be treated with respect.

Article 13 of the Rehabilitation and Prisons Law¹³ stresses the importance of providing inmates with health care at the detention centers. Article 57/1 stipulates that each inmate is entitled to an emergency leave of three days in the case of the death or hospitalization from a serious illness of any of her/his relatives of the second degree, provided s/he brings a guarantor who guarantees that s/he would come back to the center at the end of the leave. The following clause, Article 57/2, allocates the center’s director the authority to grant an inmate a 24-hour leave once every four months for good conduct, after providing a guarantor. The same law also grants inmates the right to paid work and the right to education. Visitation is a basic right and the law determines acceptable visitation times. The Body of Principles provides for these rights and the law conforms to the international conventions on the rights of prisoners inside centers.

¹³ The 1998 Law No. 6.

The rights of females inside rehabilitation and reform centers (prisons)

Article 27 provides that “a pregnant inmate shall receive special treatment, from the appearance of pregnancy symptoms until sixty days after delivery, in terms of nutrition, times of sleep and work; she shall receive the medical care recommended by the doctor and the necessary measures shall be taken for delivery at the hospital.”

Article 28 stipulates that “if an inmate delivers her baby at the center, this would not be mentioned in the official records as the place of birth shall be recorded as the hospital, and that the infant shall stay with her/his mother until s/he is two year of age and the director shall provide the nursing mother with a separate place from other inmates.”

Article 18 gives inmates the right to file a complaint or any other request by taking the following steps:

- Submit her/his request or complaint by filing in the necessary form;
- Register the request or complaint in a special record before sending it to the relevant authority, and inform her/him of the response immediately upon receiving it.

These principles apply to all persons within the territory of any given state, without distinction of any kind, by factors such as race, color, sex, language, religion or religious belief, political or other opinions, nationality, ethnicity or social origin, property, birth or other status.

Measures applied under the law that are designed solely to protect the rights and special status of women, especially pregnant women and nursing mothers, children and juveniles, aged, sick or handicapped persons, and shall not be deemed to be discriminatory. The need for, and the application of, such measures shall always be subject to review by a judicial or other authority. The Anti-Narcotics Law includes provisions that are not common in the 2001 Criminal Procedures Law No. 3 and which constitutes a diversion from the procedures of criminal cases and stages in the following manner:

Article 39 Paragraph 1 of the 2015 Anti-Narcotics and Psychotropics Decision By-Law stipulates that “it is inadmissible to suspend judgments on the crimes stipulated in this Decision By-Law.” This means that the court related to cases of narcotics cannot apply Articles 284 and 285 of the Criminal Procedures Law which granted the court the right to suspend penalty upon fulfilling certain legal conditions.

Crimes against morality: Article 107 of the Traffic Law

“If the holder of a driver’s or car license commits a crime against morality that had been committed or facilitated because of driving a vehicle, s/he shall be punished in addition to any other penalty, by deprivation of the mentioned driver’s license for a period no less than a year and no more than three years.” Article 107 imposes a penalty on the driver if s/he committed a crime against morality, but the law does not provide for punishing the police officer if s/he abuses her/his powers or if the driver faces maltreatment. This is an

example of why the subject of this study is needed. The law suffers from a legislative vacuum and need articles that define the behavior and treatment towards offenders as well as amending several articles that identify the acts and their suitable penalties, arrest, referral to court, etc.

Who is eligible to file a complaint or press charges?

The law addresses reporting and filing complaints at the Judicial Police. Articles 1-6 identify who are eligible to file complaints or press charges. Article 1/4 provides that “it is inadmissible for the prosecution to conduct an investigation or prosecute a criminal case that is admissible by law only through a civil complaint, claim, request or permit, except upon a written or verbal complaint of the victim or her/his representative, a civil claim from her/him or her/his representative, or a permit or request from the relevant party.”

Article 6 of the Criminal Procedures Law provides that:

- If the victim is under fifteen years of age, or has a mental disability then the guardian or custodian shall file the complaint;
- If the interest of the victim contravenes with the interest of his representative, or the victim had no representative, the prosecution shall represent her/him.

Knowing about a crime and reporting it

Article 21/1 provides that the Judicial Police must accept the reports and complaints that come to it and refer them immediately to the prosecution. Article 24 stipulates that “any person who knows that a crime had been committed shall notify the prosecution or a judicial police officer, unless the law has required a complaint, or request or permit for a motion of a criminal case.” Article 25 provides that “any public employee or a person designated to public service who knows that a crime had been committed during the performance of her/his work or because of performing her/his work must notify the relevant authorities unless the law has required a complaint, or request or permit for a motion of a criminal case.” The law recommends reporting incidents for any person, but made reporting mandatory for public employees during the performance of their duties, while in both cases provided there is a request or a permit from the party that is entitled to press charges.

This raises the very important issue of the legal right to press charges, as provided in Article 6/1. Criminal justice must be accessible to all victims of violence who file complaints to the relevant authorities who are required to protect citizens and treat them with respect as provided in the international conventions to which the PA has acceded. As evident in the above-mentioned articles, the legislator has left a big vacuum regarding the right to file a complaint or press charges, restricting it to a written or verbal complaint of the victim or her/his personal representative, custodian or guardian, or if s/he has

reached 18 years (age of legal majority) and has the legal capacity. While Article 6/1 of the Criminal Procedures Law stipulates that “if the victim has not reached fifteen years of age or if s/he has a mental disability then the complaint shall be filed by her/his guardian, custodian or caretaker,” Article 6/2 provides that if the interests of the victim contravenes with the interests of her/his representative, or if s/he had no one to represent her/him, then the prosecution shall play that role.” This would be satisfactory if the prosecution actually represents the needs of the victim. The legislator did not take into consideration the persons between the age of fifteen and eighteen (age of legal majority), since the Basic Law and the Child Law determines the age of childhood ending at eighteen years. The legislator also did not address the issues of women with disabilities who are victims of violence, nor mentioned the privacy, confidentiality and the special needs of women to maintain respect for human dignity, as Article 84 of the Basic Law stipulates.

General conclusions

The literature on the police, its performance and procedures at the global, Arab and local levels show that the police represent the power of society and enhances its legitimacy and continuity, provided that it uses this power properly, without any abuse of power that violates individuals’ rights and fails to meet society’s security needs. The inherited image of the police has been synonymous with a tool of oppression and terrorization for a long time, where the conclusion was that the most appropriate relation between the police and society is based on cooperation and partnership to achieve security in all aspects, since security is a national, moral and joint responsibility. This kind of relation is only possible with the satisfaction and confidence of the public, through fair procedures based on the legal frameworks of enhancing the values of integrity, equality and respect for the rights of individuals and groups, and having police officers who have the skills and conduct of humane treatment alongside the ability to win the public’s satisfaction. The literature also addressed the analytical models of the public inclinations, including the Experience with the Police model, the Quality of Life model and the Neighborhood Context model, which require the police to address the factors within its control, such as that of experience. The individual’s previous experience with the police shapes her/his attitude, and this affects her/his opinion and the opinions of those who surround her/him. **Hence, the police must seek to make the citizens’ experiences with them positive, even if the outcomes were not satisfactory for individuals, as previous research has shown that individuals remember the interaction and the procedures, which shape their attitude, opinions and inclinations.** The literature review revealed discrepancies between the opinions of individuals who had direct contact or experience with the police and those who did not. The review concluded that establishing the PA and the security services, including PCP, in accordance with Oslo Accords, constrained its powers and its political and security jurisdiction to specific geographic areas, which made equal access to the police services for all citizens difficult. Access to police services is especially difficult for the inhabitants of Area C. Women face compounded difficulties, partly from the Occupation and partly from the dominant patriarchal culture and traditions that generate fear from social stigma.

Despite the difficulties that the PCP face because of the Occupation, the political division, the incomplete legal system and other challenges, it has succeeded in overcoming several obstacles through the processes of reform and development, and in acquiring the public's confidence and satisfaction, in distinction from other security services justice institutions. The literature stressed the importance of hiring policewomen to bridge the huge gap between the male and female presence in the police, since women have the capabilities and capacities to perform the police functions competently, and their presence enhances women's access to the police to request their services or assistance. Moreover, the literature proved that policewomen have good communication skills with the public, are less likely to use excessive force and prevent its use. The police must serve all groups of society and must meet the diverse security needs of men, women, children, boys and girls, and the security needs of the marginalized groups. This will only be achievable through adopting a gender perspective in the police policies, procedures and processes of the internal work environment and with the different groups of society.

Chapter Three: Presentation of the quantitative data findings

To achieve the goals of this study, data was collected measuring and analyzing the PCP procedures in the West Bank from the perspective of male and female citizens to determine to what extent they met women's needs alongside the needs of those in direct contact with the police, particularly from the following service departments: The Traffic Department, Family and Juvenile Protection units, Criminal Investigations and Anti-Narcotics. Data was collected from case files of these sections during February and March 2016. The number of questionnaires was supposed to be 460, but only 445 were filled, with a response rate of 97.6%. The women constituted 89 files (19.3%) while the men were 371 files (80.7%).

In this chapter the main subjects of the study are addressed, including subheadings that address the standards that reflect the procedures and mechanisms of their achievement and satisfaction. This chapter covers: the obstacles which were faced that hindered data collection in the field, sample specifications, the level of satisfaction with the police services, access to the police, knowledge of the complaints system and its use, the physical and human readiness of the police stations, the application and satisfaction with the police procedures at reception and at specialized sections, the conduct of the specialized police, the results of contacting the police and satisfaction with the solutions, and the detention centers and their procedures upon detention/arrest. There is also a separate section for the FPU. At the end of the chapter, the responses to several open-ended questions are outlined addressing the difficulties that police face from the respondents' perspective and their recommendations to develop the work of the police to meet the needs of women and men. They include the extent to which women are encouraged to access police services, and to which their privacy is maintained and needs are met at the police stations/FPU.

a- Obstacles that hindered data collection in the field

The field study did not face any obstacles that adversely affected the quality of data and the accuracy of the analysis. There were simple limitations of an administrative-coordinative nature, which led to delays in the implementation compared to the plan. At another level, the respondents were reluctant to respond to some questions in the study during the beginning of the interview.

b- Sample characteristics

Regarding sex, females constituted 18.4% of the sample who completed questionnaires.

Sex	Rate (%)
Men	81.6
Women	18.4
Total	100

The questionnaires were collected at the police stations in the north, middle and south of the West Bank, as presented in the table below classified according to sex and region:

Region	Total (%)	Men (%)	Women (%)
North West Bank	50.1	49.9	51.2
Middle West Bank	25.2	24.8	26.8
South West Bank	24.7	25.3	22.0
	100	100	100

The questionnaires were collected from eleven governorates, as indicated in the following table:

Governorate	Sample rate (%)
Jenin	11.9
Tubas	5.4
Tulkarem	7.6
Nablus	15.1
Qalqilyeh	6.3
Salfit	3.8
Ramallah	13.7
Jericho	5.2
Jerusalem	6.3
Bethlehem	6.5
Hebron	18.2
Total	100

The Hebron governorate had the highest rate of questionnaires, since it is the biggest, followed by Nablus, and Salfit had the lowest.

According to age distribution and sex, most files belonged to the 25-34 and 35-44 age groups for both sexes, and the least belonged to 45 and over, as indicated in the table below:

Age group	Total (%)	Men (%)	Women (%)
24-15	21.1	22.0	17.1
34-25	32.8	32.2	35.4
44-35	27.2	25.3	35.4
45 and over	18.9	20.4	12.2
Total	100	100	100

According to the social status, two thirds of the respondents from both sexes were married, while one third were single.

Social status	Total (%)	Men (%)	Women (%)
Single	27.6	31.1	12.2
Engaged	2.2	2.5	1.2
Married	66.7	65.3	65.3
Separated	0.4	0.0	2.4
Divorced	2.0	0.8	7.3
Widowed	0.9	0.3	3.7
Total	100	100	100

According to the above table, we note that most women who contacted the police were married, followed by single women. The rate of married men who contacted the police was close to that of married women, while the rate of single men was almost double that of single women. The rates of separated, divorced and widowed women were higher than men.

The level of education of women in the sample indicate that 40% are holder of high school certificates or less, while 35.4% were bachelor's degree holders.

Regarding the level of education and sex, the sample revealed that among the women who had contact with the police, women with bachelor's degrees or higher represented the majority of the sample. Women with high school certificates or less constituted 40%, while bachelor's holders constituted 35.4%. Also, the rate of women with master's degrees was higher than men, which reveals that **education may constitute a supporting factor in women's knowledge of their rights and the available resources. Education contributes to encouraging women to resort to the police if they need their services.**

Level of education	Total (%)	Men (%)	Women (%)
Illiterate	2.7	2.8	2.8
Literate	15.7	17.4	8.5
High School or lower	47.4	49.0	40.2
Diploma	10.8	11.0	9.8
Bachelor	21.3	18.2	35.4
Masters or higher	2.0	1.7	3.7
Total	100	100	100

Work status: Around two thirds, 71.2%, of the respondents are employed. According to sex, twice the number of men work compared to women (in line with the indicators of women’s engagement in the labor market, which is low compared to men according to the national statistics). Of the remainder who do not work, 20.4%, more were women than men and a very low rate were either retired, students or homemakers.

Work status	Total (%)	Men (%)	Women (%)
Works	71.2	78.2	40.2
Does not work	20.4	18.2	30.5
Student	2.9	2.2	6.1
Homemaker	4.0	-	22.0
Retired	1.3	1.4	1.2
Total	100	100	100

Working women who contacted the police constitute more of the sample than women who do not work. Women’s participation in public life may contribute to her knowledge of her rights and realizing the violations she suffers from. She is more aware of the support sources against the breach or violation and which help in her protection or reclamation of her right. This applies to educated women, who have a wider network of relations and acquaintances because of their education and work, and which may constitute additional resources, power and access that she may use when necessary.

Household income: 64.3% of the respondents came from middle-income households, with close rates between men and women. Around one third of the sample came from low-income households, with the rate of women slightly higher than men. The rate of respondents coming from high-income households was very low at 8.1%, with the rate of men slightly higher than women.

Household income level	Total (%)	Men (%)	Women (%)
High income	8.1	8.3	7.3
Middle income	64.3	64.2	64.6
Low income	27.6	27.5	28.0
Total	100	100	100

More than half the respondents went to the police directly, where the rate of women was higher than that of men.

- c- **The way they contacted the police:** The respondents had different means of communication with the police. More than half the sample (51.7%) went directly

to the police, with high discrepancy between men and women. While 79.3% of women went directly to the police, only 45.5% of men went directly to the police. Moreover, 15.3% of the overall respondents were summoned by the police, with twice as many men than women, 13.7% arrived to the police station in a police car from the street, with four times as many men compared to women, 10.1% came to the police because of a warrant of arrest, all of whom were men, and 7.9% communicated with the police by telephone, with more men than women doing so. **The findings related to individuals seeking police services directly, alongside the low rate of individuals who contacted via telephone, correspond with the findings of the UNDP (2015) study. This indicates that going directly to the police is the most common method of contact, while telephone calls are the least common.**

81.7% of women were complainants compared with 36.6% of men, while 12.2% of women were accused compared with 38.2% of men.

d- Condition of contact with the police: More than half the sample were complainants, while 43.1% were defendants. While 81.7% of women were complainants only 36.6% of men were complainants, which means that women contact the police to file complaints when they face problems. The rate of women defendants was low compared with men, 12.2% and 38.2% respectively, with a low rate summoned as witnesses, or upon a warrant of arrest, where men formulated the majority of both. **The findings reveal that the problems and issues of women are different from those of men, as women mostly have problems in the private domain, while most male problems arise in the public domain as well as the private domain.**

The police stations they go to or receive services from: The findings revealed that the contact of the vast majority was with Criminal Investigations (76.2%), followed by the Traffic Department (13.9%), the FPU (7.4%) and Anti-Narcotics (2.5%). When factoring in sex, the contact of women with Criminal Investigations and the FPU were similar, 42.7% and 40.2% respectively, while for men Criminal Investigations was the highest at 83.7%. Women had more contact with the Traffic Police than men, 17.1% and 13.2% respectively. Women had no contact with Anti-Narcotics, while men constituted 3%.

e-Police services and the level of satisfaction

Around 80% expressed their satisfaction with their experience of the police according to the type of contact

Around 24.7% were highly satisfied with police services, while 54.2% were satisfied and the rest were either unsatisfied or extremely unsatisfied, 18.2% and 2.5% respectively.

There were no substantial discrepancies between women and men regarding the satisfaction with the service/contact. The high rate of satisfaction with the police services is positive and according to the literature about the theoretical framework, if the experience is good then this reflects on their perceptions. **This indicator contravened with the study by Shaqaqi et al. (2015), which indicated that with experience with the police the satisfaction is less than with no experience.**

82.9% of women will resort to the police if they need their services compared to 77.7% of men.

- 1- Resorting to the police again: More than two thirds of the respondents, 78.7%, said that they would go to the police again, while 13% said they would not, and 8.3% were not sure. The rate of women who would go to the police again if necessary was higher than that of men, 82.9% and 77.7% respectively, while a higher rate of men said that they would not go to the police or were not sure, compared to women.

Two thirds of the respondents indicated that they would advise their friends or relatives to go to the police if they face a problem, while the rest would not or were not sure. The rate of women who said they would advise their friends or relatives to go to the police was 10% higher than men.

The above reveals that women trust the police services and find them helpful. Hence, they would resort to the police again and encourage others to do so. This shows that the police are keen to consider women's issues and security needs. The police must build on these findings to enhance access and trust in its services for all citizens, both men and women. Furthermore, the police must identify the reasons for the reluctance of men and women to resort to the police. These findings constitute a factor used in developing incentives to strengthen women's access to the police.

f- Knowledge of and satisfaction with the complaints system

More than half the respondents are not aware of the existence of a complaints system that they may resort to if they face abuse from police officers, with more women being unaware than men.

- 1- Knowledge of the complaints system: Around 58.4% of respondents indicated that they were not aware of the existence of a complaints system to report violations that the police may commit against them. The rate of knowledge of males was 22% higher than women (76.85 of men and 54.3% of women), 41.6% indicated that they were aware of the existence of a complaints system. The rate of knowledge of men was higher than that of women (54.3% and 23.25% respectively).

Most of the respondents knew about the complaints system from friends and acquaintances at 38.4%, while 19.5% were told at the police station, 16.2% knew from the media, and the rest from brochures and instructions boards at the police stations.

Friends and acquaintances constituted the highest source of information for women about the complaints department, followed by the police stations, 42.1% and 26.3% respectively, and in both cases the rates are higher than men. There were no significant discrepancies about sources of knowledge between men and women except for the brochure, where it was not the source of information for any of the female respondents.

The high number of respondents that were unaware of the complaints system, particularly among women, is in line with the findings of previous studies, including the UNDP and PCBS (2015) study about the public perception of the police. Such findings need to be brought to the attention of the police and Grievances and Human Rights, which has the duty of informing the public of their rights when in contact with the police. As for the large discrepancy in knowledge between men and women, alongside the means of knowledge, this reflects a lack of attention given by the police to inform women of their rights, in addition to other factors related to the conditions of women - their education, engagement in public life and access to information. This weakens women's access to the police, as women are unaware of the rights that they have and therefore are unaware if a violation of their rights takes place they are able to file a complaint. On a separate note, it is also not acceptable that most women, and men, were made aware of the complaints system via friends and acquaintances, despite their importance. This is an indication of the incompetence of the police, particularly in Grievances and Human Rights, in its role of promoting its work. It is the duty of the police to inform citizens of the complaints system and adopt all possible means to increase their knowledge of it. Furthermore, Grievances and Human Rights only exists at the central headquarters and has no branches at the directorate level, therefore reducing the chances of people to become aware of, and have access to, their services. This is particularly the case for people residing in remote areas and particularly for women, for economic, security (Occupation and checkpoints) and social reasons.

- 2- Filing complaints: The findings revealed that one third of the respondents filed a complaint to Grievances and Human Rights, with the rate of men being double than that of women, 32.3% and 15.8% respectively. Such discrepancy was expected, **as women's knowledge of the complaints system is less than men.**
- 3- Considering the complaint: Around two thirds of those who filed complaints (74.5%) said that their complaints were considered while around one third said they were not. It is worth noting that all the female complaints were considered compared with the 73.1% of the male complaints. **This reveals that women are receiving the attention of Grievances and Human Rights when they file a complaint against the police, which is a good practice**

that enhances the women's trust in the police and increases the chances of women resorting to the police in the future.

- 4- Level of satisfaction with the results of the complaint: 61.8% said they were satisfied while the rest were not. All the females were satisfied with the solution of their complaints, compared with only 59.6% of men. **It is important to identify the reasons why men were not satisfied with the outcome, which was not addressed in this study. This may be worth addressing in a subsequent study.**

g- Mechanisms of access to the police station and prior expectations

1- Mechanisms of access to the police station:

Standards were set based on the proximity of respondents to police station, the time required, method of travel, cost of travel and encouraging factors to go to the police.

- 1-1 **Proximity to the police station:** The findings revealed that there are police stations in the places of residence of most respondents, except for 0.6% who said that there are no police stations in their places of residence. Around one third of the respondents said that the location of the police station was either far or very far, 21.8% and 5.2% respectively. Two thirds of the respondents said that the location of the police station was either very close or relatively close, 19.2% and 53.3% respectively. There were no significant discrepancies between men and women who said it was close. There were discrepancies with those who said it was far, as women said that the police station was very far at a higher rate than men, and 2% of women said that there was no police station in their place of residence. Although the police station was close for two thirds of men and women, a significant rate considered the stations to be far, for both women and men.

The remoteness of the police stations may constitute an obstacle that impedes women's access to police services in a society that imposes restrictions over movement, and for women with low income levels or the lack of means of transportation. The absence of a police station in the place of residence of women is a major obstacle that impedes the ability of the police to meet their security needs. This is in line with the literature that identified the physical obstacles that impede women's access to the security sector.

1-2 **Means of transport to the police station**

Most respondents said that they went to the police station in a private car (42.4%), while others went via public transport (34.7%), via police cars

(13.5%), and a very small rate went on foot. Women used public transport and private cars to travel to the police station at a higher rate than men, while the men who arrived in a police car were three times that of the women who arrived in police cars. The rate of men who came on foot was higher than women.

Discrepancies between men and women may be attributed to the nature of the case, since most men go to the police for problems arising in the public domain, according to the literature, while the cases related to women are mostly in the private domain. This may explain why men arrive in police cars, upon a warrant of arrest or arrested because of problems arising in the public domain.

1-3 The required time to arrive at the police station

Two thirds of the respondents took less than half an hour to arrive at the police station, which is a reasonable waiting period, with no significant discrepancies between women and men.

The findings revealed that the time required for travel is reasonable, as about two thirds of the respondents spent less than half an hour, 24.4% spent between half to one hour and only 1.1% spent more than one hour to arrive. No significant discrepancies were found between women and men, although only men spent more than one hour.

1-4 The cost of arrival to the police station

The respondents unanimously (97.7%) said that the cost of arrival to the police station was either low or moderate, while the rest considered it high. Less women considered the cost low compared to men, while the rate of women who considered the cost as moderate was high compared to men. Those who considered the cost very high were only men (2.7%).

2- Background information about the police, the encouraging factors and prior expectations about the police and their services/performance

2-1 Encouragement to go to the police: Around 78.8% of respondents were encouraged to go to the police, while 8.6% were discouraged, and the remainder were not applicable because they were either summoned or arrested upon a warrant. Females were encouraged to resort to the police 10% more than men, while the rate of women who were discouraged to resort to the police was less than men. The type of case had an impact on encouraging women to go to the police, as 100% were encouraged to go to the FPU's, 90.3% to Criminal Investigations and 77.2% to the Traffic Department. The highest rate of encouragement among men was 82.6%, for the Traffic Department, followed by 76.9% being encouraged to go to Criminal Investigations and only 40% to Anti-Narcotics.

The fact that 100% of women who resorted to the FPU were encouraged to do so attests to the importance of their work and their good reputation regarding their ability to help women. There is a need to maintain such a level of performance and to develop it continuously, and for other departments to improve their image and reputation so that both women and men are encouraged to resort to them.

2-2 Encouraging factors to resort to the police: Confidence in the police's performance was the highest rate with 72.4% of respondents reporting such, followed by 33.1% of respondents citing the good reputation of the police as an encouraging factor. The previous experience with the police constituted 26.5%, while personal knowledge of police officers or officials constituted 16.7%. The trust in the police performance constituted the first reason for women, followed by the good reputation of the police, 64.4% and 40% respectively. While for men, trust in the performance of the police also constituted as the main reason constituting 73.9%, at a higher rate than women, followed by the good reputation of the police at 31.7%, a lower rate than women. Regarding previous experience, the rates of men and women were equal (26%). Personal relations with the police constituted 18.3% for men and 6.7% for women.

The findings, particularly in relation to the high rate of confidence in the police performance, were in line with the UNDP study (2015) on the public perceptions of the Palestinian police, with large discrepancies between the first factor and the other factors. However, the good reputation factor continues to be weak, as well as previous experience. If the citizens' experiences with the police were positive, they should be more encouraged. This is in line with the theoretical framework proposed in the literature, that previous experience or direct contact constitute decisive factors for shaping the public perceptions and opinions. The good thing is that the personal relations with the police officers constituted a less encouraging factor, meaning that the police comply with their code of conduct that prevents them from mixing personal and professional relations, and compels them to treat the public without discrimination on any basis. **It is worth noting that the personal relations with the police constituted a higher factor for men than women, which may be attributed to the engagement of men in public life and their wide unrestricted relations. Women, on the other hand, have limited and controlled relations that are restrained by social values and considerations, even when they work in the public domain. The police and the service departments comprise of mostly men, and in a society that restrains women relations, it is normal to have a low rate of women resorting to the police.**

2-3 Knowledge of the police's toll-free number: 76.2% indicated that they knew of the police toll-free telephone number, where 37.6% contacted the police by telephone. Males were more informed of the police number than women, 77.2% and 70.6% respectively, whereas the rates of contacting the police requesting help were relatively close between men and women, 37.8% and 36.1% respectively.

2-4 **Police treatment through the phone:** The below table presents respondents answers, particularly those who contacted the police via the toll-free number, about the treatment and the procedures they went through:

Evaluation	Total (%)	Men (%)	Women (%)
Responded quickly and listened to request	90	92	84.5
Waited for long until they responded	6	4.6	15.4
Responded and referred to the relevant party	47	47.1	46.2
Did not respond at all	1	1.1	0

The findings above reveal that the police responded to telephone calls quickly and listened to the caller, though to men at a higher rate than women. The findings indicate that women waited for a longer time until they were responded to, and the results were almost equal between men and women regarding referral to the relevant party. While 1.1% of men complained that no one responded at all, no women faced such a situation in the study sample.

2-5 **Expectations from the police prior to going to them:** As for prior expectations of the respondents, the responses were as follows:¹⁴

Expectations	Total (%)	Men (%)	Women (%)
Shall respond quickly	47.5	44.0	68.6
Shall treat me with respect	47	46.0	52.9
Shall be fair	37.8	38.6	33.3
Shall listen to my complaint	45.3	45.6	43.1
Shall provide me with protection	35.8	35.6	37.3
Shall explain to me my rights and the applicable law regarding my case	28.9	29.5	25.5

¹⁴ The total rate is for those who answered yes, while those who answered no for each choice are not mentioned. Regarding the classification according to sex, the rate of those who answered yes of men and women is mentioned, while the rest answered no, making the total 100%, whether vertically or horizontally.

Shall explain to me the procedures to be followed	26.1	24.2	37.3

Less than half the respondents expected the police to respond quickly, treat them with respect, be fair and listen to their complaints. Their expectations were lower in relation to providing protection, explaining rights or explaining procedures. The findings reveal that the responses of men and women were close, although women had higher expectations regarding a quick response, treatment with respect and an explanation of procedures.

These findings portray relatively low expectations of the police and their conduct, which require further effort to change to reach the desired rate. These efforts should include demonstrating police interactions with society and shedding light on the success stories through all possible means including reports, interviews, publications and through different media outlets.

It is worth noting that the expectations differed after going through the experience, as more than two thirds of the respondents (80%) said that the service was either very satisfactory or satisfactory, which confirms the Experience-Based theoretical framework mentioned in the literature review. This constitutes a decisive factor in transforming or counteracting the negative mental image of the police. Hence, it is important that the police exert efforts to improve its behavior and procedures with citizens who they encounter, whether they are complainants, the accused, detainees or otherwise.

h- Preparedness, services and procedures at police stations

This subsection shall present the findings of the respondents' opinions regarding the preparedness of the police stations, including the environment of the place, satisfaction with the adopted procedures, to what extent they are professional, and the police conduct and treatment.

1- The preparedness of police stations

The opinions of those who were in contact at police stations were identified in terms of the environment of the place and the extent to which it met their needs, in accordance with the following standards:

1-1 Availability of reception/waiting areas: 92.9% of the respondents said that there were waiting areas, where 19.1% said they were very appropriate and 56.7% said they were appropriate, while the rest said that they are either inappropriate or not at all appropriate.

1-2 The preparedness of the waiting areas: In terms of having enough seats, 48.7% said that they are not sufficient, with 56.7% of women stating such compared to the 47.4% of men. Furthermore, 66.6% of the respondents

said that the seats were not comfortable, at a similar rate between men and women, 66.8% and 65.2% respectively.

- 1-3 **Special waiting areas for women:** Because of the conservative social norms, it may be appropriate to have special waiting areas for women, which encourages them to go to the police. However only 19.7% said there were special waiting areas for women while the rest there said there were none. Almost half of the respondents did not know if there were special waiting areas for women. The clear discrepancies between the responses of women and men indicate its importance for women as 61.7% said that there were no waiting areas for women, compared with the 27.3% of men. Furthermore, 57.2% of men did not know if there were waiting areas for women, compared with 17% of women.
- 1-4 **Cleanliness of the station:** 47.5% of the respondents said that the police station was clean and 40.1% said that it was relatively clean, while the remaining 12.4% said that it was not clean. This requires the police to consider the general appearance of the police stations and their cleanliness to improve the satisfaction of those who visit them.
- 1-5 **Availability of potable water:** 81.8% of the respondents said that there was potable water, with close rates between men and women.
- 1-6 **Availability of lavatories:** More than half the respondents said that there were lavatories and a very low rate said there were no lavatories, 55.1% and 3.6% respectively, while the rest did not pay attention to whether there were lavatories or not. For those who used the lavatories, 25.3% said that they were sufficient, and only 17.7% said they were clean, while more than half of the respondents did not use them, hence could not assess their level of cleanliness. Regarding whether there were separate lavatories for men and women, 21.9% said yes, 10.4% said no, (i.e. the lavatories were mixed), and 66.4% did not pay attention.

According to sex, 42.9% of women said there were lavatories, less than the 57.1% of men, while 8.2% of women said there were no lavatories, a higher rate than that of men. Furthermore, 49% of women did not pay attention to the existence of lavatories, compared to the 40.1% of men. The rate of women who considered the lavatories sufficient and clean was less than men.

Having appropriate reception/waiting areas with sufficient and comfortable seats, as well as the cleanliness of the place and the availability of separate lavatories for women and men with a decent level of cleanliness, are all human needs that must be met. This reflects the human dimension and respect for the basic needs of those who go to the police, especially the elderly, the disabled, women and sick persons. Moreover, this gives a positive image of the police, in that they value their citizens and their needs, so that the stations become acceptable places to which women and men are encouraged to resort to.

2- Procedures at the police stations

This subsection includes the respondents' evaluation of the police procedures they faced. They were asked about the procedures at reception and at specialized sections separately. This is based on the literature that indicated that the citizens who contact the police care about the processes and procedures more than they care for the results (processes vs. results).

2-1 The availability of instruction boards

Informing the citizens of the different police departments and how to access them contributes to increasing access to the required service and saving time, and encourages the citizens to go to the police. Relevant questions were raised and the findings revealed the following:

- There were instruction boards that helped the citizens know where to go for 65.5% of them. A third of the respondents said that they did not pay attention, while the remaining 11.7% said that there were no boards. While, 70.8% of women compared to 64.3% of men noticed the availability of boards. The higher rate among women may be attributed to the nature of the women sample, as the majority of went to Criminal Investigations and the FPU.

2-2 Privacy from being heard or seen

It is of utmost importance that the design of the police stations and their internal partitions consider the privacy of the persons who go or are taken to police

stations. This is crucial for preserving the rights and dignity of citizens, in line with the professional ethics. Of the respondents who were in contact with the police and had previous experiences at police stations, 68.1% said that the police stations they visited had privacy from being heard or seen in their design as they spoke about their cases, while 10.9% did not pay attention, and the rest answered no. There was not a big discrepancy in the responses between men and women regarding privacy from being heard or seen, or among those who did not pay attention.

2-3 **The nature of the adopted procedures:** 71.6% said that the procedures they experienced were quick and smooth, while 27.8% said they were slow and complicated. As for cost, it was not obstructive for respondents at a rate of 0.6%.

According to sex, women considered the procedures to be quick and smooth at a lower rate than men, 67.4% and 72.3% respectively, and slow and complicated at a higher rate than men, 32.6% and 26.9% respectively. Only men considered the procedures costly, while 0% of women considered that a problem.

As for the procedures for filing complaints, the following table presents the findings according to departments:

Department	Rate of complaints (%)	Quick and smooth (%)	Slow and complicated (%)	Costly (%)
Traffic	17.4	19.4	12.5	-
Family Protection Units	1.6	1.8	1.1	-
Ant-narcotics	0.9	1.3	-	-
Criminal Investigations	80.1	77.5	86.4	100
Total	100	100	100	100

The findings indicate that the highest rate of complaints was at Criminal Investigations and the lowest was at the Anti-Narcotics. At Criminal Investigations 77.5% considered the procedures quick and smooth, 86.4% considered them slow and complicated, and all of respondents considered them costly. As for the procedures at the Traffic Department, around 20% considered them quick and smooth, while only 12.5% considered them slow and complicated or costly. As for Anti-Narcotics 1.3% considered the procedures quick and smooth, while no one said they were slow and complicated or costly. As for the FPU, of those who visited the unit (all women), 1.8% considered the procedures quick and smooth, while a close rate of 1.1% considered them slow and complicated.

The findings indicate the importance of simplifying and expediting the procedures of filing complaints, especially in Criminal Investigations and the Traffic Department. They also indicate the need to speed up and simplify the procedures at the FPU, which women usually go to because of the sensitive nature of the cases there. It is worth noting that

women take some time before they resort to the FPU, after exhausting all alternative means within the family. **Although two thirds of the respondents considered the procedures smooth and quick, one third considered them complicated and slow, especially women, and these are discouraging factors for women to seek the police services. This requires the police to take into consideration the specificities of women and exert effort in explaining the procedures and making them faster, especially considering women have various burdens. Most notably, burdens include the various responsibilities that accompany women's reproductive role in society, which require a lot of time to care for the house and the children, alongside the added productive role for some women, which further aggravates the situation.**

2-4 The way they were received upon arrival to the station: 28.1% of the respondents said that the way they were treated was fully acceptable, with a lower rate among women than men, while 66% said it was acceptable, with a higher rate of women than men. The rest said it was not acceptable, with a higher rate among men than women, 6.2% and 4.1% respectively.

-Being sent to the relevant party: 91.6% said that they were introduced to the relevant party that would serve them, while 3.1% were not, and 5.3% said that the situation was not applicable because of the nature of the situation (such as arrest). The rate of women who were introduced to the relevant party was higher than men, 97.8% and 90.6% respectively. **Receiving and directing complainants to the relevant party is an important procedure that reflects the professionalism of the police and the respect for mandates, while also reflecting the complementarity of work of the different police departments. The positive evaluation of women reflects a positive impression, which encourages them to go to the police again and to encourage the persons around them to do so. This is in line with the previous responses that they would go to the police again and encourage others to do so.**

2-5 Introduction to the relevant police procedures: Regarding this question, 86.9% said that police officers informed them of the police procedures, while 13.1% said that they were not informed. The rate of women who were introduced to procedures was slightly lower than men, 85.7% and 87.1% respectively. There were also slight discrepancies between the women and men who were not introduced to the procedures, 14.5% and 12.9% respectively.

3- Procedures at the relevant party

3-1 The waiting period before referral to the relevant party: 85% of the respondents said that the waiting period was either very short or relatively short, while 15% said that the waiting period was long or very long. **The average waiting time was calculated at 21.6 minutes, with no significant discrepancies between women and men, 21.4 and 21.6 minutes respectively.**

3-2 The procedures of introducing individuals to their rights and the applicable law for their case: The study sample revealed that 81.5% were

introduced to their rights and the applicable laws for their cases, while the remaining 18.5% were not.

All who went to the FPU's and the Anti-Narcotics were informed, followed by 87.9% at the Traffic Department and 79.4% at Criminal Investigations. The departments that did not receive 100% must exert more effort to introduce citizens to their rights and the applicable law to their cases. The rate of introducing men to their rights and the applicable laws was higher than women, 82.3% and 76.1% respectively.

The higher rate of introduction for men may be attributed to the nature of the case, men's ability to demand, express and ask for their rights, alongside their wider knowledge because of their broader engagement in public life. However, these are mere possibilities. An in-depth study is required to identify the reasons. Hence, more effort is required at the police stations to introduce women to their rights, which will enhance their self-confidence and confidence in their decisions. This affects their lives, especially in the cases related to the FPU's, in addition to other security cases.

3-3 Dealing with the statement: The procedures require that the statements should be read for the person who goes to the police after completing it, but before signing it. Regarding the statements, 78.9% of the respondents said that the statement was read, while less than third said it was not. The statement was read for 87.5% of women prior to signature, compared to the 77.4% of men. Furthermore, 98.5% of those whose statements were read for them said that they were identical with their statements, with no significant discrepancies between men and women. The best practice of reading the statement was in Anti-Narcotics (100%), followed by Criminal Investigations (79.1%), and the Traffic Department (75.9%) and FPU's (75%). The written statements were identical to their oral statements in 100% of the cases in all departments except for the Traffic Department, where it was 95.1%.

3-4 Request for the police report: 22.9% said that they obtained the police report upon request, while 11.9% said that they requested reports but did not obtain them, and more than half the sample did not request reports. The rate of those who obtained the police report upon request were close between women and men, 25.5% and 22.5% respectively, while the rate of the men who requested a report but did not obtain it was double that of women, 12.9% and 6.4% respectively. The findings reveal that the rate of women who did not request reports was 63.8% compared to 55.7% of men.

3-5 Evaluation of the procedures in general at the specialized police departments
The study sample were asked about their general experience with the procedures they went through at the specialized departments they visited or were referred to. Their responses were as follows, classified according to sex:

Procedures	Total (%)	Men (%)	Women (%)
Long	49.7	49.2	52.5
Complicated	30.5	30.1	33.3
Unclear	26.6	25.8	31.6
Smooth and comprehensible	71.8	27.3	33.3
Financially costly	7.5	7.5	0
Other	0	0	0

The findings reveal that around half the respondents found the procedures at the specialized departments long. More than half the women considered the procedures long, a third considered them complicated, with little discrepancies between men and women, and around a third considered them unclear, with a higher rate among women. On the other hand, 71.8% of the respondents considered them smooth and comprehensible, with a higher rate of women than men. Only men considered them financially costly.

The following table presents the distribution of the procedures according to the specialized department/administration that addressed their case:

Department/Administration	Long (%)	Complicated (%)	Unclear (%)	Smooth and comprehensible (%)	Financially costly (%)
Traffic	33.3	22.0	20.0	75.0	8.3
Family Protection Units	66.7	0.0	0.0	100	0.0
Anti-Narcotics	25.0	25.0	0.0	100	25.0
Criminal Investigations	53.4	32.9	28.9	70.0	7.1

The findings assert the importance of revising the following procedures at the different departments: reducing the required time, removing unnecessary complications and informing citizens of procedures in a smooth and comprehensible language. Further consideration should also be given towards the negative impact of long and complicated procedures on women's access and encouragement to use the police services, and hence to meet their security needs.

4- Behavior and conduct of the specialized police officers

The behavior and conduct of the police at the specialized departments was analyzed, with respect to ethical practices and professional conduct, according to the data received from the sample, and classified in the following manner:

4-1 Behavior of the specialized police officer: 89.6% of the respondents said that the specialized police officer treated them with respect, while 5.1% said that they were

ridiculed, 3.9% were yelled at and 1.5% faced violence. A higher rate of women was treated with respect than men at the specialized police departments and a lower rate of women were ridiculed or yelled at than men. Women in the sample did not face any violence. This means that the police may be more disciplined in the treatment of women because of the sensitive social culture, while the police officer may use his power deriving from his status and from being a man to impose his control on other men. **According to the available data, treating women with respect is an important factor that encourages women to resort to the police. Professional ethics require the abolishment of ridicule and violence against women or men and the preservation of citizens' rights that are safeguarded in the international human rights conventions, as well as in the local laws and Police Code of Conduct.**

As for the treatment, according to specialized departments, 100% of the cases were treated with respect at the FPU and Anti-Narcotics, followed by 93.2% at the Traffic Department, and 88% at Criminal Investigations. The highest rate of ridicule occurred at Criminal Investigations, followed by the Traffic Department, 5.6% and 3.4% respectively. There were no cases at the FPU nor Anti-Narcotics. Yelling occurred only at Criminal Investigations and the Traffic Department, 4.5% and 1.7% respectively, and similarly with respect to violence, which occurred at the Traffic Department at a slightly higher rate than at Criminal Investigations, 1.7% and 1.5% respectively.

4-2 Confidentiality: The specialized officers who dealt with the sample citizens who resorted to the police, for the most part maintained the confidentiality of the information that was given to them (84.6%), meaning no one overheard statements being made at the station. However, several stated that that was not the case (15.4%). **Maintaining confidentiality was the highest at the Family Protection Units and Anti-Narcotics will all respondents reporting confidentiality being kept,** followed by the Traffic Department and Criminal Investigations, 86.2% and 83.7% respectively. A higher rate of women said that confidentiality was maintained than men, 93.9% and 83% respectively, because of the nature of their cases, since most women in the sample went to the FPU, Criminal Investigations and the Traffic Department.

Those who were in contact with the police were asked about the specialized police officers' conduct towards them; the following table presents the responses according to sex:

Treatment	Total (%)	Men (%)	Women (%)
Listened with attention to your problem	68.3	65.4	85.7
Gave you enough time to explain your problem/request	70.7	71.6	65.3
Took into consideration emotions as you spoke about your problem (anger, crying, anxiety etc...)	16.9	17.0	16.3

Other	0	0	0
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The above table reveals that the police officers listened with attention to two thirds of the respondents and gave them enough time. Around two thirds of women were given enough time to listen to their problems, at a lower rate than men. **In general, their conduct was relatively acceptable, regarding listening and giving enough time. However, their emotions, such as anger or crying or other were not taken into consideration.** It is necessary for the specialized police to treat the citizens who come to them well and to address their feelings adequately to understand the problem better and obtain more accurate information. This requires the police officers to pay more attention towards better control of their performance and behavior, while also developing their capacity in understanding the psychology of the persons they deal with and their types of personalities through training and rehabilitation. The findings support the literature about the importance of the police behavior and conduct, and training on the skills of treating and impressing public, alongside the importance of compliance with the Police Code of Conduct.

The table below presents the findings of treatment according to departments:

Department	Listened with attention to problem (%)	Gave you enough time to explain the problem (%)	Took into consideration your emotions as you spoke about your problem (anger, crying) (%)
Traffic	77.6	63.8	15.5
FPU's	100.0	60.0	20.0
Anti-Narcotics	40.0	40.0	60.0
Criminal Investigations	66.3	73.0	16.3

According to the specialized party addressed, the rate of listening attentively reached 100%, for example at the FPU's, and this is supposed to be the applicable practice in all departments. The citizens who go to the police, whether complainants or accused, have problems and security needs that require attention, particularly at Anti-Narcotics, Criminal Investigations and the Traffic Department. The findings on giving enough time and taking into consideration the emotions at the FPU's were surprising. This unit deals with sensitive social cases and being attentive towards complainant's motives is a substantial principle. This also applies to Anti-Narcotics. Although the findings of the Traffic Department and Criminal Investigations were relatively acceptable regarding listening to the problem and giving enough time for explanation, further care is required. Regarding the consideration of emotions, the police behavior is not considered acceptable, irrespective of the nature of their cases. Emotions are a human expression that must be taken into consideration, which reflects the professionalism and ethics of the police, and encourages citizens, particularly women, to resort to the police. The literature stresses the importance of good treatment of citizens by the police, as this contributes to enhancing the positive image of the police, increasing confidence and encouraging citizens to resort to the police. The literature also revealed that the people who had an

experience with the police spoke about the treatment more than speaking about the results of their cases with the police.

4-3 Discrimination from the specialized police officers: The findings reveal that 16.8% of respondents felt that the police officer discriminated against them, while the majority did not. The rate of men who felt discrimination was higher than women. When asked about the reasons, those who said there was discrimination answered as follows:

Reason for discrimination	Total (%)	Men (%)	Women (%)
On the basis of sex	8.9	7.8	20.0
Economic status	10.7	9.8	20.0
Lineage and family	16.1	13.7	40.0
Nature of job/profession	19.6	17.6	40.0
Political affiliation	7.1	5.9	20.0
Religious confession	3.6	3.9	0.0
Personal relations	41.1	43.1	20.0
The nature of the problem/case	37.5	39.2	20.0
The region you come from	8.9	8.9	0.0

Although the rate of women who felt discrimination by the specialized police was slightly lower than men, according to the reasons of discrimination, the rate of women who felt discrimination based on sex, economic status, lineage and family, profession and political affiliation was higher than men. The rate increased among men based on their personal relations and the nature of the cases. **Although around a third felt they faced discrimination, it is unacceptable for neither women nor men to feel so, as discrimination goes against all international instruments, the Basic Law and the applicable laws, and is against the Police Code of Conduct.**

In the same context, the social culture that discriminates against women because of their sex and their economic and family status continues to exist at the police. Hence, it is necessary to renounce all forms of discrimination at the police, not only in words but also in deeds. The police officers must be more sensitive to gender, as

they are agents of change and any discriminatory behaviour on their behalf is unacceptable.

According to specialized department/administration at which discrimination occurred, the findings were as follows according to reasons:

Department/administration	Sex (%)	Economic status (%)	Family and lineage (%)	Profession (%)	Political affiliation (%)	Religious confession (%)	Personal Relations (%)	Nature of the case (%)	Area
Traffic	0.0	0.0	50.0	16.7	16.7	0.0	33.3	0.0	16.7
FPU's	0.0	0.0	100	100	0.0	0.0	0.0	100	0.0
Anti-Narcotics	0.0	0.0	33.3	0.0	0.0	0.0	33.3	33.3	0.0
Criminal Investigations	10.9	13.0	8.7	19.6	6.5	4.3	43.5	41.3	8.7

The most striking form of discrimination was based on profession, lineage and family, and nature of case at the FPU's. This contravenes with the procedures at the FPU's, the Police Code of Conduct and the National Referral System of abused women. Family Protection Units address sensitive social cases, which are sometimes against the cultural and social norms. Discrimination on the basis of the case endorses the existent stigmas against women in society, and is not what is expected of these units and their staff. Their role is to guide and provide women with protection and security, regardless of their cases, and without any inference of their personal views in their professional standards. This also applies to other forms of discrimination and to other departments.

J- Perception of the respondents towards the results of contact with the police

This section addresses the results of contact with the police and their ability to help resolve the problems, classified under the following subheading:

- 1- **Extent to which the police helped resolve the problem:** 46.9% of the respondents said that the police helped them solve their problems, and 31.8% said that their problems were partially solved, while 21.3% said that their problems were not solved. According to departments, 100% of the cases at Anti-Narcotics were resolved, followed by the FPU's (75%), the Traffic Department (59.3%) and Criminal Investigations (43%). Some departments reported to partially resolve cases, including the FPU's (25%), the Traffic Department (29.6%) and Criminal Investigations (33%).

Discrepancies between men and women were limited, with the rates of women being higher than men among those fully or partially resolved, 41.7% and 30.1%

respectively. The rate of men whose problems were not resolved was higher than women, 22.5% and 14.6% respectively.

The table below presents the reasons for not resolving the problem, categorized according to sex:

Reasons	Total (%)	Men (%)	Women (%)
Lengthy procedures	56.5	58.1	42.9
Lack of coordination between the police departments and administrations	36.2	38.7	14.3
Police were unable to enforce court decisions	21.7	22.6	14.3
Nepotism and favoritism	42.0	43.5	28.6
Insufficient powers of the police	42.0	41.9	42.9
Poor professionalism of the police performance	40.6	56.5	85.7
Other	11.6	11.3	14.3

There are discrepancies between the reasons of men and women, with the rates of men being higher, sometimes double those of women, such as regarding nepotism and favoritism or lack of coordination between departments and administrations. Regarding the insufficient powers of the police, the rates of men and women were close, while the poor professionalism of the police performance was a main reason for not solving the problems of women (85.7%).

The findings of the reasons for not solving the problems of men and women constitute a source of concern. Serious reconsideration of the procedures is required. There is a need to examine the police officers' performance in different departments and monitor their work to determine the reasons the problems were not resolved.¹⁵ **These may constitute obstacles that discourage women to go to the police, especially professionalism. It is necessary to improve the professionalism of the police officers, especially in cases related to women.**

It is worth noting that the reasons for not resolving the problems were restricted to the Traffic Department and Criminal Investigations. The respondents did not mention any reasons for not solving their problems at the FPU and Anti-Narcotics.

¹⁵ **While the respondents identified these reasons, the reasons from the perspective of police officers were not identified, since that was not part of this study.**

J- Procedures in cases of direct arrest/detention or after interrogation:

28.3% of the respondents went through the experience of detention, where women constituted 2.4% and men constituted 97.6%.

The study examined the procedures of direct detention/arrest or following investigations. Overall, 28.3% of the respondents went through the experience of detention, where women constituted 2.4% and men constituted 97.6%. The main findings about the procedures were:

1- **Explaining the reasons for arrest/warrant of arrest:** Those who were arrested/detained were asked if the reasons for the arrest were explained to them. While 92.1% said that they were informed, there were discrepancies according to sex, as men were informed at a much higher rate than women, 92.7% and 66.7% respectively. Furthermore, only 60.3% said that they were served with the warrant of arrest, while the rest were not served. The rates of men and women regarding the warrant were close, with the rate of women being slightly higher than men. Generally, the rate of the respondents who were informed of the reason for the arrest was good. However, it should be 100%. Nevertheless, there were violations in the process of serving the arrested persons with a warrant of arrest, which is in contravention with the legal procedures. There is no excuse for the unequal treatment between men and women regarding explaining the reasons for arrest. This reflects a discriminatory gap in treatment, which requires scrutiny. Everybody is equal before the law according to the Palestinian Basic Law.

2- **Detention procedures:** The respondents were asked about a set of criteria arising from the relevant literature, with the findings classified under the following subheadings:

2-1 Period of detention: 66.7% of those who were detained/arrested were notified of the period of detention, with no discrepancies between men and women.

2-2 Rights of detainees: 54.8%, i.e. over half of those who were detained, were notified of their rights during detention, while the rest were not. Men were notified while no women were not notified. Furthermore, 50% were informed of their right to contact a lawyer, none of whom were women, and 47.6% were notified of family visitation rights, none of whom were women. All the detainees were not notified of their right to keep their personal belongings (medications, clothes etc.). While 84.1% said that they were asked if they suffered from any diseases and took any medications to be provided with them, the remaining 15.9% were not asked. The rate of men who were asked was higher than women, 85.7% and 33.3% respectively.

2-3 Conditions at the detention centers:

The findings revealed that 25.8% of those who were detained were placed in separate rooms, while 74.2% said they were with more than one detainee. According to sex, 50% of the women who were detained were placed in separate rooms compared with 25.4% of men, and 50% of the women were placed in a room with more than one detainee, whereas 74.6% of men were placed in a room with more than one detainee.

The capacity of the detention center: Around 73.3% said that the detention center was either appropriate or very appropriate, while the rest, around one third, said that the place of detention was either inappropriate or not at all appropriate. For women, 50% considered the capacity inappropriate compared to the 18.9% of men, whereas no women considered the capacity as very appropriate, compared to the 18% of men.

-The conditions at places of detention

Detention conditions	Total (%)	Men (%)	Women (%)
Adequate ventilation	75.8	77.0	0.0
Sufficient light	89.5	91.0	0.0
Usable lavatories	71.8	72.1	50.0

Obviously, the conditions at the places of detention, in terms of capacity and availability of adequate hygiene and living conditions is inappropriate, especially for women, as expressed by female respondents. This includes capacity, ventilation and light. Only half the women considered the lavatories usable when in need.

-Availability of the basic needs at the places of detention

Availability of needs	Total (%)	Men (%)	Women (%)
Separate bed	83.1	83.6	50.0
Covers	82.3	82.8	50.0
Food	80.6	80.3	100
Drinking water upon request	77.4	78.7	0.0
Clothing (underwear, outerwear)	25.0	25.4	0.0
Feminine needs	0.0	-	0.0
Other	1.6	1.6	0.0

Two thirds of the sample indicated that most basic needs are sufficiently available, as presented in the table above, but with significant discrepancies between women and men, particularly regarding separate beds and covers, while women considered the other needs as insufficient, such as drinking water, clothing, feminine needs, etc.

2-4 Discrimination at the places of detention: 12.9% of the respondents said that they felt discrimination against them at the place of detention, with 50% of female detainees feeling discrimination compared to the 12.3% of men. **The table below presents the reasons for discrimination from the respondents' perspective, categorized according to sex:**

Reasons	Total (%)	Men (%)	Women (%)
Sex	18.8	20.0	0.0
Economic status	18.8	20.0	0.0
Lineage and family	18.8	20.0	0.0
Profession	0.0	0.0	0.0
Political affiliation	31.3	33.3	0.0
Religious confession	6.3	6.7	0.0
Personal relations	37.5	33.3	100
The charges against the detainee	50.0	53.3	0.0
The area of origin	0.0	0.0	0.0

Discrimination constitutes a breach of the rights of the detainees and a violation of the international human rights instruments, the Palestinian Police Code of Conduct and the laws that regulate the police, and is inadmissible.

2-5 Treatment in detention:

There are violations of the rights to decent humane treatment, physical integrity and protection at the places of detention

The table below presents the perception of the respondents who experienced being in detention towards how they were treated, classified according to sex:

Treatment	Total (%)	Men (%)	Women (%)
Respect	73.8	75.2	.00
Ridicule	6.5	6.7	00.
Neglect	14.0	13.3	50.0
Violence (beating)	3.7	3.8	00.

Deprivation from sleep	0.9	0.0	50.0
Deprivation from medical treatment	0.9	1.0	00.
Verbal abuse	00.	00.	00.

2-6 Other rights of detainees: 55.7% of those who were detained said that they were allowed to meet their lawyers, 61.3% received family visits and 79.2% were notified of the post-detention procedures, such as referral to the prosecution, and 39.8% received medical treatment when needed.

The findings reveal that there are violations, particularly of the human rights of personal safety, decent and humane treatment, physical integrity and protection from abuse and torture. These violations, which do not fall with prescription even if its perpetrators left office, may cause them to be prosecuted (IHCR, 2014: 26). A third of the detained were not treated with respect, and a small rate were treated in an inappropriate manner, with ridicule and neglect, with a higher rate among women. The rate of deprivation from medical treatment is very low, but constitutes a breach of the right to personal safety and physical integrity, in addition to weaknesses in the procedures such as family and lawyer visits and poor living conditions and hygiene, all of which constitute violations of human rights.

These findings constitute a source of concern, regardless of their scale. They are in line with the IHRC (2014) report that monitors all aspects of human right violations, including the civil police. The IHRC report pointed out that they received 283 complaints against the PCP in the West Bank for human right violations during investigations and detention, including abuse, torture, and lack of safeguards for a fair trial, either at the places of detention or the rehabilitation and reform centers. The complaints revolved around hygiene and living conditions, failure to meet detainee rights such as lawyer and family visits, the right to medical care and the separation between inmates (IHRC 2014: 69).

Women who went to the FPU

The Family Protection Units address the sensitive issues of women that have complicated social and cultural dimensions, which require supporting procedures for women, providing them with protection and meeting their security needs. Hence, the following subheadings cover the procedures and treatment at the FPU:

- 1- Being accompanied by policewomen:** 34% of the female respondents said that policewomen accompanied them all the time, while 34% said they accompanied them intermittently. While 34.3% of those who were in contact with the FPU said that policemen followed their cases, 20% said that policewomen followed up their cases, and the rest had police from both sexes follow up their cases. When asked if they preferred men or women from FPU to follow up their cases, 8.6% said they prefer men, while 34.3% said they prefer women, and more than half the

respondents said they have no preference. Only 9.1% said that they asked for women to follow up their cases, while the rest did not ask.

Having policewomen at the FPU is of utmost importance as they deal with sensitive women issues. There are policewomen, but with limited numbers. It is preferable to ask women, whenever possible, to choose the person to follow up their cases because of the sensitivity of their cases and the nature of the information that they may give to policewomen, sparing them the embarrassment.

- 2- **Discrimination at FPU:** 11.8% said that they felt discrimination at FPU, while the rest did not.

The following table presents the reasons for discrimination from the perspective of the women who visited FPU:

Reason	Total (%)
Sex	25
Nature of the case	50
Economic status	0
Family status	0
Religious confession	0
Political affiliation	0
Place of residence	0

The above table reveals gender-based discrimination and discrimination based on the case of the women who go to FPU. **This is a not acceptable as the FPU are units that were established to support and protect women, and understand and accept their cases, regardless of the type of case and the personal attitudes of their staff towards the cases. It is inadmissible to mix between the personal and professional attitudes. Such practices constitute violations of the Police Code of Conduct, the FPU procedural manual and the international instruments. They also constitute a violation of local laws, including the National Referral System for women victims of violence, which in Article 3 Paragraph 3, calls upon service providers to provide their services to abused women without discrimination. This requires increasing the management over the performance of the FPU staff and improving their competence, gender sensitivity, and their professional ethics on the treatment of the women who go to FPU.**

- 3- **The police treatment at FPU:** Given the nature of the cases, which often include domestic violence that causes different forms of tension and instability in the conduct of the women, this requires special and sensitive treatment to empathize with women who seek services at the FPU. When asked about the way the police at the FPU treated them, 57.1% of respondents said that they were treated in a way that calmed them down, 31.4% said that their feeling of safety and assurance was enhanced, 5.7% said that their confidence in the role of the

FPU's increased, and only 2.9% said that the way they were treated was provocative and aggravated their anger.

- 4- Procedures on the confidentiality of information and the mechanisms of implementation:** Addressing the cases at FPU's require strict and safe procedures for the confidentiality of information, and women must be notified of such procedures to increase their confidence in the police to encourage them to disclose all the details of their problems. Some are reluctant to disclose the details of their case because they fear there is a lack of confidentiality. Just 88.6% said that FPU's informed them of all the precautions and procedures that ensure the confidentiality of the information because of the specificity of their situations, while the rest were not. While 85.7% said that the police officer who dealt with her was keen on their confidentiality and privacy in practice, not only in words, 8.6% said that they did not face such treatment and 5.7% said that they did not pay attention.

Statement procedures: As mentioned earlier, the privacy of the women who go to FPU's and the sensitivity and complication of their cases sometimes cause instability, tension, confusion, anxiety, and mixed emotions, which require the FPU officers to be caring. As much as 91.4% of the respondents said that they were given enough time to calm down before taking their statements, while 8.3% said they were not. Furthermore, 88.6% said that their statements were read to them prior to signing them and 94% said they were identical with their statements.

6- Taking the statements in the presence of children: The procedures require that statements for women who go to FPU's should be taken alone, without the presence of any family member or children. While 83.4% said that they gave her statements alone, 16.2% said that they gave them in the presence of their children. While 28.6% said that their children received care, 8.6% said they did not, and the rest did not have children with them.

7-Assessing the level of risk: Women were asked if, after giving their statements, they were notified of the police assessment of their condition and the level of risk they face. While 85.7% said that they were notified, 14.3% said they did not know of the police assessment of their condition or the level of risk they faced.

8-Protection procedures: The respondents were asked about a set of protection procedures adopted at FPU's and the extent to which such measures were discussed with the them. It is necessary to inform women of such procedures (this does not apply to all women who go to FPU's but depends on the nature of the case), and which include:

8-1 Referral to a safe house: 17.1% said that a referral to a safe house was discussed with them as an option for protection, while it was not discussed with the rest.

8-2 Providing a temporary protection center: 17.1% said that this option was discussed with them.

8-3 **Taking a restraining order against the offender:** 51.4% said that the option was discussed with them, while the rest said it was not.

8-4 **Intervention by a family member to help provide protection:** 34.3% said that the option was discussed with them, while the rest said it was not.

8-5 **Tribal solution:** 11.4% said that the option was discussed with them, while the rest said it was not.

8-6 **Imprisoning the offender before going back home:** 31.4% said that the option was discussed with them.

8-7: **Going back home:** 5.2% said that the option was discussed with them.

The distribution of rates regarding protection procedures indicate that more than one option are discussed at the same time. The majority of protection procedures are applied in accordance with the FPU procedural manual,¹⁶ which reflects respect for the women's opinions and choices. Only in very high risk cases is the decision to go back home up to the police and Ministry of Social Development (MOSD), after informing her of the decision, in accordance with the National Referral System for women victims of violence (Takamul).¹⁷

9-Procedures of complaints against the offender: Women must be informed of the procedures of complaints against the offender, however only 88.6% of the respondents said that the FPU informed them of the procedures of complaints against the offender.

10-Procedures of informing the women who visit the FPUs: These procedures include informing women of their rights and the available support services. The table below presents the responses:

The aspect	Women who said yes (%)
Raising awareness of her rights	57.1
The social, psychological and health services that women may benefit from	42.9
The role of the public prosecution and the judiciary	37.1
The consequences of the problem and the available alternatives	93.9

¹⁶ The FPU procedural manual

¹⁷ The National Referral System for women victims of violence is a cross-sectoral health, social and police system that identifies the role of each sector to complement each other. It was adopted through the 2013 Council of Ministers Decision No. 18.

- With regards to women’s rights, particularly in self-determination and solving their own domestic problems, it is important to inform women of the available alternatives and the impact on them, so that they can make informed decisions. This is in accordance with the 2013 National Referral System No. 18 Article 3 Paragraph 2, which asserts the need “to enhance and respect the right of the women victims of violence to take the appropriate decision for her life.” The findings revealed that the process of informing women is applied at a high rate (93.9%), while taking into consideration the risk level, and giving priority for preserving her life. Hence, when asked if their decisions about the alternatives for solving their problems were respected, 94.3% said yes, which reflects a high degree of professionalism.

11- **Availability of human needs at FPU:** the table below presents the perception of the respondents regarding the availability of human needs:

Need	Women who said yes (%)
Food	40.0
Drinking water	62.9
Clothing if necessary	25.7
Feminine needs if required	17.1
Lavatories	28.6
Medical care/treatment if necessary	14.3

The basic needs are met, but not fully. However, it is possible that the women were not in need of these items, as this depends on the length of period that the women spent at FPU. It is also possible that there was a lack of resources, but it is necessary to make available the basic human needs for women.

12-**Providing support services:** some women who go to FPU need psycho-social support. The FPU cooperate with the social workers from MOSD to provide support and assess risk according to the National Referral System and the case caucus, in accordance with Article 28 Paragraph 8. Only 51.4% of the respondents received support from the MOSD social worker.

13-Participants’ evaluation of their experience at FPU

Evaluation of treatment	Women who said yes (%)
Competent and professional	54.3
Humane and ethical	34.3
Respectful for women and promote their	60.0

rights	
Caring for women needs and privacy	40.0
Involved blame and incrimination	2.9
Harsh and cruel	0
Degrading	2.9

Generally, the experience of women at FPU are not simple, and there were discrepancies in their evaluations. Only a third of the sample evaluated the treatment as humane, more than half as competent and professional, 40% said that the FPU cared for women needs and privacy, 60% that they cared for women rights, and a low rate said their treatment involved blame and incrimination. These evaluations, some of which are acceptable and others that are not, should be better. Separate FPU were established to promote women's rights, protect them, and respect their needs and privacy because of the sensitivity of their cases. FPU have powers, systems and work procedures, and their staff are being trained, according to the Director-General of the Family and Juvenile Protection Unit (W. Mu'ammam, personal communication, February 16 2016).

14- To what extent was the problem solved and the level of satisfaction with the solution

The problems were fully resolved for more than half the women who went to FPU and partially for 13.3%. The problems were not resolved for 10%, 13.3% faced violence again as the offender was not deterred, and, the problem was further complicated for 6.7% of the women because they resorted to FPU.

The results of resolving the problems are acceptable and expected. Family protection cases are complex and linked to the prevalent culture, values and norms, which reject women's complaints against male family members. The patriarchal male dominated society is permissive if the offender is the husband, father or brother. The society grants men the power to impose control over women, even with the use of violence. Hence, recurrence of violence, further complication of the problem upon resorting to the police, failure to resolve the problem because of the influential family and tribal norms or because of the complications of the problem, are all unsurprising. Nevertheless, the police's ability to fully resolve such a rate of problems is an achievement, which requires more effort to improve while also taking into consideration the need to radically transform the prevalent social and cultural norms. In addition to the contribution of FPU, this is a public and communal responsibility, in which all the governmental and non-governmental sectors must participate.

15-Resorting again to FPUs

70% of the respondents said that they would resort to FPUs if they face violence again

Based on the experience of women at FPUs, the procedures and their satisfaction with services, 70% said that they would resort to FPUs if they face a problem again, while 13.3% said they would not and 16.7% said they were not sure. Furthermore, 67% said that they would advise their relatives/friends to go to FPUs if they were subjected to violence, while 16% said they would not, and the same rate were not sure.

Hence, **FPUs constitute a safe and reliable resort** for women victims of violence, and two thirds of the women would resort to them again if they face violence again. FPUs must exert more effort to strengthen women's confidence in their work and their ability to protect them and meet their security needs. As for women who would not resort to FPUs again, the findings were in line with the previous item on resolving problems. Naturally, if the FPUs did not resolve a woman's problem, or if the problem was further complicated because of resorting to FPU, she would not resort to them again.

The women who said they were not sure if they would resort to the FPUs again or if they would encourage others to do so were asked about the reasons. The table below presents their responses:

Reason	Women who said yes (%)
Resorting to FPU further complicates the problem	20.0
FPU is incapable of providing protection	20.0
FPU's treatment is cruel	0.0
The confidentiality and privacy of women is not preserved	20.0
Procedures are complicated	20.0
Resorting to FPU is still not acceptable in the community	20.0

The reasons that women were not sure if they would resort to FPUs again or encourage others to do so if subjected to violence are in line with finding of the previous items.

Women whose problems were not resolved or got further complicated, were subjected to violence again because they resorted to FPU, or realized that resorting to FPU is still unacceptable in the community, were all mentioned as reasons. However, it is unacceptable that lack of privacy and confidentiality, and the inability to provide protection, the core mission of FPU, are listed as reasons. **FPU must consider this seriously and must impose control over the professionalism at FPU to guarantee confidentiality and privacy and must take stricter measures to ensure protection through more thorough risk assessments.**

General conclusion of the quantitative findings

The findings of the data about the perception of respondents who had an experience with the police and their procedures were analyzed, regardless of the type of contact and the extent to which it met their needs and it increased women's access, particularly to the Traffic Department, Anti-Narcotics, Criminal Investigations and the FPU. The detailed procedures were identified, including their prior knowledge, expectations of the police and their services, means of communicating with the police, and how to communicate with the police. The data shows that the expectations were different from the experience itself. The evaluation based on experience was better than expectations. The majority, especially women, went to the police directly, rather than other means. This applies to men, although they also arrived to the police through other means, such as via a police car following arrest. The majority considered the police stations relatively close to their places of residence and needed an average of less than half an hour to arrive to them. Their points of view towards the police stations and their preparedness were identified and found that they were relatively adequate, but required more attention to the waiting areas and to sufficient and comfortable seats, sufficient places and lavatories, especially for women, and having cleaner stations. Regarding the reception procedures, the findings were satisfactory, but the procedures should be faster, clearer, smoother and less complicated. The respondents perceived the conduct of police officers in the specialized departments as partially positive and partially negative, experiencing treatment such as ridicule, negligence and violence, which constitute a violation of the right for decent humane treatment. The women's evaluation of police conduct was better than men, which reflects that women enjoy respect and privacy, especially at FPU. The sample revealed poor knowledge of the complaints system for reporting police violations, with discrepancies between men and women, the latter having less knowledge. This requires the police to give more attention to informing the citizens of their rights by all possible means. In general, the majority expressed their satisfaction with the police services (80%) and the results related to resolving their problems, where many were also encouraged to resort to the police again if necessary. The women's evaluation was better than the men's evaluation. A significant rate of those who were detained said that the places of detention had poor structure and poor basic human services, and that there was discrimination, abuse, violence and neglect in detention. Regarding FPU, the findings revealed that they apply the required procedures, treat women with respect and preserve confidentiality of information. However, certain basic procedures are not applied as they should be, such as giving women enough time to explain their cases, and blame and discrimination based on sex and the nature of the case. More than half the women said that their problems were

fully resolved, some partially resolved, while the problems of a small rate were further complicated because they went to the FPU, and the problems of others were not resolved. Nevertheless, most women will go back to FPU if the need arises.

The main findings reveal that the police stations and their material preparedness may constitute obstacles for women's access, which require further effort to prepare police stations to meet the specificities and needs of both women and men. Women are not one homogeneous group, some are younger, others are older or with disabilities, or sick. Hence, the police must be sensitive to these differences. Moreover, more effort is required to inform women of the role, sections and services of the police, to encourage them to resort to the police, particularly the FPU and Grievances and Human Rights. The police must simplify the long, complicated and unclear procedures, and take into consideration the citizens' conditions and time to strengthen citizens', including women's, confidence in the police. This will help enhance women's access to the police.

The police conduct and treatment constitute one of the most important encouraging factors for women and men to go to the police. Ethical and humane treatment is a basic right for citizens and encourages them, especially women, to go to the police to fulfill their security needs. This requires improving the conduct in all service departments, especially FPU, Criminal Investigations and the Traffic Department. Respecting the detainees' rights, providing humane treatment, and improving the hygiene and living conditions at places of detention are important requirements that improve the police's image and enhance the citizens' confidence in the police as an organization that respects human rights, regardless of the nature of the problem. Increasing the number of women in the police and increasing the number of police officers in the specialized departments, appointed based on their merits rather than on nepotism and favoritism, are measures that enhance confidence and encourages citizens, particularly women, to resort to the police.

The section on the open-ended questions in the questionnaire

In this section, open-ended questions enabled the respondents to express their opinions. The responses were documented, classified and categorized under specific headings. Three main questions were raised about their perceptions of the difficulties the police face, their recommendation to develop police work and the extent to which the police procedures, including FPU, encouraged women to seek their services.

First question

From your perspective, and based on your experience in dealing with the PCP and their departments, what are the difficulties that the police face, which have an impact on meeting the needs of women and men?

Most respondents answered this question, while a small rate had no response, or did not know. There were responses from men and women about the departments with which they had an experience, including Criminal Investigations, the Traffic Department, FPU and Anti-Narcotics. The majority who responded experienced procedures in Criminal

Investigations. Some respondents identified difficulties that had an impact on citizens and may hinder the police performance, even if indirectly.

The identified difficulties were categorized under the following headings:

1- Geographic security divisions and the Occupation

A group of respondents, mostly men who were in contact with Criminal Investigations and the Traffic Department said that the Occupation constituted an obstacle that impeded the work of the police, alongside the division of areas into A, B and C. This applies if the accused was a blue ID holder (from Jerusalem). **The respondents said that the work of the police is most difficult when the accused and the wanted persons are residents of Area C, as the required security coordination may delay resolving the problem or aggravate it.** An example of such difficulties would be a car accident on Road 60, which is under the Israeli security control, even if the accident occurred with Palestinians. Another example the respondents gave was the police's inability to directly and officially enter H1 and H2 areas in the Old City of Hebron. The literature that had been reviewed also identified such difficulties, particularly in the 2012 UNDP study of the Justice Sector, and the 2015 study on the public perception of the PCP.

2- The preparedness and the material and human resources at Police stations

Under this heading, the respondents identified the following difficulties:

- Several respondents said that the number of police stations were not sufficient in villages, so they had to go to the cities, which increased pressure on them, in addition to difficulties in commuting, especially at night and from remote and isolated areas.
- A significant number of respondents said that they felt there was a lack of police officers, patrols and vehicles, and only a small number of officers at the departments (including the Criminal Investigations), so citizens had to wait to have their problems heard. There is a need for more than one police officer. There is a shortage of specialized officers.
- Poor resources, lack of professionalism, competence and experience.
- Police were under a lot of pressure, which led to ignoring some small cases to give priority to bigger cases.
- The police face many difficulties, including long working hours, working day and night, particularly in pursuing offenders and sometimes getting hurt.
- Limited resources at the police stations, which contribute to seeking family and tribal solutions.
- The places of detention are crowded and do not have sufficient and clean covers, and public amenities required repair.

- Some respondents said that the police stations needed janitors for the offices and the waiting areas, and said that the buildings were old and needed renovation and expansion.
- Women respondents and few men said that the interrogation places do not suit women and their privacy, the areas of the police stations did not enable allocating special or separate areas for women, and that limited resources were available for women in the police stations.

3- The behavior and treatment from police officers

Most responses were critical of the police behavior and treatment of citizens. It is important to mention them so that the police officers realize the impact of their treatment on citizens, and the change they must introduce to their behavior. Their behavior may be attributed to the shortage in staff and work pressure. The respondents identified the following problems:

- The most frequent response was favoritism and nepotism, personal and partisan relations, discrimination that the police officers sometimes practice and weak control over such conduct that adversely affects citizens. Some mentioned that such practices led to lack of confidence out of concern with such conduct. Hence, the complainant may hesitate to say the whole truth.
- Treatment of women was not as it should be, and women do not feel at ease at police stations (particularly at Criminal Investigations).
- Inability to treat women in a different manner from men alongside the lack of privacy in treatment.
- Difficulty in giving enough time to all citizens therefore neglecting some people and leaving them to wait for a long time.
- Not listening to citizens during interrogations, and being disrespectful, abusive and some mentioned use of violence and ridicule.
- The police behavior and performance during detention was dissatisfactory, as some mentioned being subjected to verbal abuse and disrespect.

3- Difficulties attributed to the prevalent culture of the behavior of some citizens towards the police

The respondents identified some difficulties that stem from the prevalent values and norms, as well as some preconceptions about the police and their performance. In addition to these difficulties, the negative attitude of some citizens towards the police was cited as a potential challenge as it affects police performance. These include:

- The poor discipline and respect for the rule of law among the citizens, although the police exert relentless efforts to keep security.
- Poor cooperation between citizens and the police hinders their work.

- The prevalent culture that perceives any person who goes to the police as criminal adversely affects the role of the police in keeping security and protecting citizens.
- The social perception of the police, which is negative and the people prefer to resolve their disputes without resorting to the police.
- The police officers are not given the chance to perform their duties, as complainants resolve their problems alone (or through the family or the tribe).
- The culture of restoring one's rights through their own means continues to prevail, rather than resorting to the police.
- Some individuals do not treat the police with respect.

4- Police procedures

Some respondents linked some difficulties with the procedures. A significant number said that the lengthy, slow and complicated procedures adversely affect citizens who, in turn, adopt a negative perception of the police. Some mentioned that the lengthy and complicated procedures discouraged citizens from resorting to the police again. Others said that the slow procedures prolonged the period of detention, which burdens the police. Another group pointed out lack of respect for privacy (particularly in Criminal Investigations). Others said that neither the procedures nor the laws were clear and that they lead to prolonged detention. Difficult procedures also included multiple transfers between departments, in joint cases. **These points identified by the respondents affect the police performance, especially that they increase the dissatisfaction of the citizens, which in turn frustrates the police officers because the citizens do not understand their procedures or appreciate their work.**

Second question

What are your recommendations for developing the work of the police/FPU's to fulfill the needs of women and men?

Most recommendations revolved around the importance of improving the police treatment of citizens, whether complainants, accused or detainees, expediting procedures and clarifying them for the public, and raising awareness about the police role and procedures. There were also recommendations about the importance of improving the competence and preparedness of the police stations and places of detention. The recommendations have been **classified under the following headings:**

1- The police behavior and treatment

- Treat citizens with a higher degree of professionalism and respect at the police departments.
- Maintain full confidentiality at all police departments, particularly FPU's.
- Respect privacy at the police departments (not all police officers must know the details of the case and disclose them to the community, especially cases related to women).

- Avoid nepotism and favoritism.
- Listen carefully to the citizens' complaints, especially the elderly and women.
- Comply with the law since "no one is above the law."

2- The material and human preparedness of the police stations

- Improve the level of cleanliness and services at the police stations.
- Increase the number of staff to improve the ability to control and alleviate disputes, and to spread police officers in public places and on the streets.
- Improve the competence of police officers and increase the number of policewomen, which is currently very low.
- Allocate special and more appropriate rooms for interrogating women.
- Appoint police officers based on merit and not for political or partisan considerations, and provide them with social and psychological training to enable them to better deal with citizens and detainees.
- Separate FPU's from other sections because of the sensitive cases they address and place them outside police stations to encourage women to go there. Women requested increasing the numbers of FPU's, especially in the governorate of Hebron, the largest governorate in area and population.
- Allocate more separate rooms, especially for domestic problems, and have special places for women.
- Have adequate waiting areas, with comfortable and sufficient seats.

3- Places of detention

- Rehabilitate and expand places of detention, so that they meet the needs of both women and men, since they are crowded and inconvenient.
- Provide basic needs such as hot water for bathing, sufficient and clean bed covers (some said that there covers were available but were not clean and not suitable for use, and they may cause diseases), a wall clock to know the time, and a television set to listen to the news.

4- Police procedures

- Speed up and facilitate the procedures.
- Apply procedures in one place rather than move in between departments.
- Apply procedures professionally and in accordance with the law.
- Clarify the procedures to the citizens.
- Increase the powers of the police to enable quicker interventions to resolve problems.

5- Media and awareness

- Launch awareness campaigns to enhance the public's confidence in the police's performance and roles.
- Raise public awareness towards the work of the police, and launch awareness programs targeting youth and schools about the problems that they may face and how to prevent them.

- Implement media programs about FPUs, conduct courses and distribute pamphlets to women and girls about FPUs and how they can resort to them.
- Put clear instruction boards and pamphlets that explain the citizens' rights at police departments with the telephone numbers of the specialized departments.

Third question

In your opinion, to what extent are women encouraged to access the services of the police? To what extent is the privacy of women and their needs respected at police stations/FPUs?

The responses about respect for the privacy of women at police stations and meeting their needs were split. Some asserted that women were respected, their privacy was kept, and that their cases were processed quickly and confidentially, better than men. This response was more frequent. Others said that it was relative to the case, while a low rate said that women's privacy was not respected and their needs were not met properly. For example, one participant said, "there are no waiting areas and seats for women, and this is not acceptable in a conservative society that does not accept mixed environments. This may discourage women from going to the police stations because they do not conform with the culture of the society."

Others said that the design of the station did not provide privacy and women may feel uneasy there. Some said that the confidentiality of women's cases that are mostly domestic and private was not maintained, as the stories of women and families are heard on the streets, which is inappropriate. Such incidents discourage women to go to the police.

A few women said that women were not respected at all and their needs were not met. Even in the eyes of the police **"it is inappropriate for a woman to complain at police stations."**

Others said that the processing was quick and that privacy for women was guaranteed, especially if the case was domestic and referred to the FPUs, a procedure that encourages women to go to the police. Having FPUs encourages women to go to the police, but women must be aware that these units exist.

Conclusion

The sample diagnosed the difficulties that the police face in their work, which impede their ability to meet the security needs of men and women. They were aware of the reasons related to the Occupation, the security jurisdiction issue and the need for security coordination, which makes things more difficult for the police and the citizens. They identified the difficulties (which confirms the Experience-Based theoretical framework). They described what they saw and went through, such as the lengthy and complicated procedures, or the police's conduct that undermines the public confidence. This makes it

more difficult for the police, who need additional efforts to improve their image and enhance public confidence. On the other hand, respondents identified some difficulties related to the stations, their preparedness, availability of basic human needs for all groups and their ability to keep the privacy and confidentiality of the cases of women and men. The respondents focused on the conduct of the police and the indecent treatment during detention and interrogation, such as ridicule and abuse, favoritism and partisanship, which contravene with the Police Code of Conduct. They also criticized the stereotypes about the police, which discourage women and men from going to them. They said that the citizens might cause difficulties for the police when they do not comply with the law, do not give the police the chance to play their role, seek to take their rights in their own hands, and disrespect the police. Their recommendations reflected a high sense of responsibility and desire for the police to develop and improve their services for all groups of society, including women. Their recommendations were logical, realistic and necessary for encouraging citizens, particularly women, to resort to the police: rehabilitating the venues of police stations and detention centers to become decent; respecting of the privacy of women, alongside the confidentiality of their information; focusing on the media and promoting the police and their roles and services, including FPU; the need to avoid favoritism; strengthening humane treatment and enhancing the public confidence.

Chapter Four: Presentation of the qualitative data findings

Semi-regular interviews with officials at some police administrations:

Interviews were held with officials from the service administrations at the police to identify the procedures, the extent to which they met the security needs of all citizens, men and women, and if they encouraged women's access to the police and met their security needs. They also aimed to identify the difficulties the police faced which impeded meeting the security needs of citizens, from their own perspective, in addition to identifying their recommendations for developing their work to better serve citizens, with focus on women's security needs. Officials interviewed were from Criminal Investigations (Jerusalem Suburbs Directorate), the Traffic Department, Anti-Narcotics, Grievances and Human Rights and the Family and Juvenile Protection Unit. Officials from other policy related administrations were also interviewed, including the Gender Unit, Planning, Policy and Research Administration, in addition to the Ramallah Police Directorate as a model¹⁸ (the names appear as an annex).

General background

The police belong to the Ministry of Interior (MOI), and their organizational structure starts with the Director-General of the Police, Major-General Hazem Atallah, his deputy and the 24 central specialized administrations (some have sections at the directorate level, while others are central at the police general headquarters). These administrations include security services, law enforcement, citizens' complaints at Grievances and Human Rights, and other support administrations that are responsible for research, planning, training and internal control over police performance, in addition to financial affairs, logistic support and others (M. Salaheddin, personal communication, December 29 2015).

Overview of the interviewed administrations

- 1- **The Traffic Department:** This specialized administration seeks to improve traffic safety and alleviate accidents and their impacts, and takes the necessary preventive and control measures that aim to protect lives and properties. The most important mission is to control and organize traffic, monitor the roads inside and outside cities, track stolen and wanted vehicles, issue traffic tickets, conduct traffic awareness campaigns and conduct traffic related studies to develop appropriate solutions in cooperation with the competent parties.¹⁹ The traffic police have departments in eleven police directorates in the different directorates. Traffic cases have their own investigations section that transfers cases to the public prosecution. Out of the **513 officers, only 10 women work at the Traffic Department**, mostly in administrative and logistic positions. The Salfit police

¹⁸ The visit to the Ramallah Police Directorate aimed to know the police departments and their roles, hence it was an interview and a field visit at the same time.

¹⁹ This information is from the Traffic Department special bulletin

directorate is the only one that is headed by a woman. The deputy director for the department at Tubas is also a woman.

- 2- **Anti-Narcotics:** This is a specialized administration that combats narcotic crimes and has branches in all governorates. Its mission is to fight the supply and demand of narcotic drugs, i.e. prosecute all those who deal, store, plant, distribute and use narcotic drugs. This administration operates in partnership with several national stakeholders, including the Ministries of Health, Social Development, Education, Islamic Endowments (Awqaf), and the Higher Youth Council, particularly to raise awareness against narcotics. Out of the 170 officers that work at this administration in all governorates, there are only 5 women employed. It has 6 specialized sections (A. Eleiwi, personal communication, December 29 2015).
- 3- **The Family and Juvenile Protection Unit:** The FPU were established in 2008, after a significant increase in various forms of domestic violence. The Unit provides services through highly qualified staff, many of which have undertaken higher education in the fields of humanities, social sciences and law. The department receives women and children victims of violence, whose offender is a family member, and victims of sexual abuse, whose offenders are from within or outside the family. It provides other services through its professional network with partner ministries and stakeholders. The protection and juvenile affairs officers at the department hold awareness lectures at schools, universities and women organizations to inform them of the existence of the Family and Juvenile Protection Unit. The department also distributes information pamphlets. There are 11 Family and Juvenile Protection Units in different governorates. However, if the victim cannot come to the unit because of imminent danger, she can also call the police's toll-free number (100) for help (W. Mu'ammam, personal communication, February 16 2016).
- 4- **Grievances and Human Rights Department:** The department was established in 2009 under the decision of the Minister of Interior. It is mandated to receive complaints and grievances of citizens about the branches and malpractices of the police officers on duty, receive the complaints of local and international legal organizations, and conduct field visits to the rehabilitation, reform and police detention centers to monitor their compliance with human rights and other goals. The department is central and has no branches in the governorates. It reports directly to the Director-General of the police. The department has fifteen officers of whom only one is a female and works at the archives. It consists of a director, deputy director for direct complaints (from the public) and indirect complaints (from organizations such as ICHR, Al-Haqq and others), and the archives and computer sections (A. Odeh, December 29 2015).
- 5- **Research, Studies and Planning Administration:** This is a specialized central administration mandated with supervising the preparation of the strategic plan, operational plans and funded projects, and conducting studies and research that serve the police and develop their work. The administration has three departments, the studies, planning and development, each of which has sections. The staff includes 18 officers, all males (M. Salaheddin, personal communication, December 29 2015).

- 6- **Criminal Investigations (Jerusalem suburbs):** Criminal Investigations is present at the directorates without a central administration and they report to the police director at the directorate level. The role of the department is to receive the citizens' reports and prepare a file from all the parties to be referred to the investigations for completion and referral to the prosecution. Criminal Investigations at the Jerusalem suburbs police stations have 7 officers, all males. The department seeks the assistance of the policewoman on duty to accompany women during investigations, to detention centers or bring them before the prosecution (I. Da'ass, personal communication, March 21 2015).
- 7- **Gender Unit:** The unit was established in May 2011 with the decision of the police Director-General. The unit reports to the director of human resources at the PCP, who submits them to the police commander. Its vision is "a strong police [force] with efficient, effective and gender-sensitive human resources." Its mission is to "work collaboratively and complementarily to benefit from all skills, expertise and knowledge to build the state of institutions and law." Its objectives include: to institutionalize and adopt a systematic, comprehensive and complementary system to bridge the gender gap in the police; to raise awareness about gender, its concepts and relationship with the police; to improve care services; to show the highest degrees of responsibility in gender mainstreaming of the Palestinian police.²⁰ The unit completed a diagnostic report on gender and the police, reality, obstacles and available opportunities. The report benefited the police gender mainstreaming strategy, according to Lieutenant Colonel Wafa Mu'ammar, Director of the Gender Unit (personal communication, February 16 2016). In addition to the Gender Unit, there are male and female gender focal points at 11 governorates. The unit seeks to create a gender-sensitive culture within the police, through awareness and guidance about gender issues, to influence the attitudes of police officers. It has relations with various administrations to verify recruitment mechanisms and inspect aspects of discrimination (W. Hussein, personal communication March 24 2015). There ongoing efforts aim to bridge the existing gap in the security forces law, develop a gender-specific curriculum to be taught at the Police Academy and conduct a gender perspective review of all the Academy courses (W. Hussein, personal communication March 24 2015).

The above overview of the specialized administrations reveals that women are almost absent from the police, with few exceptions, and their tasks are merely administrative and do not engage in core police activities such as investigations. However, despite the small number of women in the Traffic Department, some have senior positions (in Salfit and Tubas), but are totally absent in Criminal Investigations and Grievances and Human Rights. There is a need to increase the number of women, particularly at Grievances and Human Rights, which addresses the citizens' complaints and requires legal competence. It is possible to attract women who have relevant degrees. Only 3.3% of the PCP staff are women, therefore it is only natural that they are absent from these administrations. The presence of women in the different administrations enhances the access of women

²⁰ A special publication of the Police Gender Unit.

to the police and makes women feel at ease when they are able to communicate with women, as the respondents asserted at all administrations.

Wafa Hussein (personal communication, March 24 2015) indicated that despite the few women in the police, their presence is of utmost importance. The role of the police is to provide safety and security to citizens and society, and it is representative of the people - the men, women, boys and girls that it seeks to serve. Balance in the numbers of men and women in the police strengthens police performance and increases the police's credibility and public confidence, since all will receive security services, which increases the effectiveness of the police operations. Women introduce certain skills to the police, such as good treatment, resolving some cases of violence and reducing the use of force (W. Hussein, personal communication, March 24 2015).²¹

The policewomen are present mostly in the Family Protection Units, according to Mu'ammam (personal communication February 16 2016), who said that, "the Family and Juvenile Protection Unit resolves many community problems, with its female and male staff. The citizens' confidence in the police improved. Before the units, domestic problems were resolved outside the law and to the detriment of the weaker party, women victims of violence."

The interviews were analyzed and the collected data classified under the following headings:

1- The nature and procedures of complaints

All the administrations that were interviewed said that they had procedural manuals and a legal reference according to which they operate,²² so that the officers know what they are supposed to do. The majority expressed their satisfaction with their work and the adopted procedures. The director of Planning, Studies and Research said the police are generally moving in the right direction, developing and monitoring its performance and its quality through the General Inspector and the Quality department. He added that ongoing work aims to complete all job descriptions for all administrations. The police statistics indicate an increase in demand for police services, including women (particularly at FPU), which reflects increasing confidence. In the same context, he said that nepotism has decreased because of accountability and external audits from several parties (M. Salaheddin, personal communication, December 12 2015). However, the respondents who had contact with the police said that nepotism continued to exist, to the extent that some considered it an obstacle that impeded them from telling the truth during investigations and a discouraging factor to resort to the police.

When asked whether there were special procedures for women (complainants and accused), the interviews revealed that by law the same procedures are

²¹ Lieutenant-Colonel Wafa Hussein cited the gender-perspective diagnostic report used to develop the police gender strategic plan.

²² Such as the Criminal Procedural Law, Traffic law, the National referral system for women victims of Violence etc.

followed for all, with no special procedures for women except those related to investigations, searches and arrests. At Criminal Investigations or Anti-Narcotics, there should be a policewoman present. If no policewoman is available, the policewoman on duty at the directorate is summoned (I. Da'ass, personal communication, March 21 2016). The presence of a policewoman at **Anti-Narcotics** is necessary for searching women. Special procedures during investigations include sending women's cases directly to the prosecution or the FPU, rather than to other departments, such as Criminal Investigations, to maintain their confidentiality (I. Da'ass, personal communication, March 21 2016). If a woman is detained after investigation for referral to the prosecution within 24 hours, a policewoman accompanies her to the Women's Reform and Rehabilitation Center to be brought to court the next day. The Grievances and Human Rights Department did not mention the presence of a policewoman when women present their grievances. The same procedures are followed for all citizens, but women complaints are addressed with special confidentiality and privacy, in terms of the location and archiving (A. Odeh, personal communication, December 29 2015).

Regarding the length, clarity and smoothness of procedures, the investigations official at the Jerusalem Suburbs Directorate said that the procedures were relatively long for the citizens because of "lack of awareness of the role of the police and their specializations. They think that the police do everything, without any knowledge of the specializations. For example, [when] a complaint against an unknown person is filed, we realize the situation, we refer the file to Criminal Investigations because it is their specialization, or if it was a family complaint, we refer it to the FPU. We try to manage time through the front desk officer, who asks the visitors about the nature of their complaints to direct them to the relevant department, rather than go to the Criminal Investigations department. If the complaint is filed against a known person, then proof is required, such as a medical report for prosecution, and this is the citizen's responsibility. Bringing it requires time and [further] procedures, which are naturally long for the citizens" (I. Da'ass, personal communication, March 21 2016). This conforms to the findings of the quantitative analysis, which revealed that the police procedures at Criminal Investigations were long for 53.4% of the respondents and complicated for 32.9%. On the other hand, Da'ass (personal communication, March 21 2016) said that the lack of staff at Criminal Investigations and the work load increase the period that the citizens have to wait for their turn. He added, "we are trying not to let women wait for long [periods of time] because of the prevalent social culture and the sensitivity towards their presence at Criminal Investigations." The case may be transferred from one department to another, which complicates the procedures for citizens, especially when the case is transferred from one specialized department to another. The detention period lasts for 24 hours until the investigations are completed and prior to referral to the prosecution. The prosecution has the authority to extend detention for 14 days. Da'ass explained that women are detained at the rehabilitation and reform centers and not the detention centers, and are

accompanied with a policewoman to the center and back to the prosecution. Da'ass described the detention centers as crowded, as they not only host pre-trial detainees, but also sentenced persons, especially cases of bouncing cheques and other cases whose sentence is up to 90 days of imprisonment. Detention centers require rehabilitation, expansion and refurbishment, with better resources to meet the basic needs of detainees (I. Da'ass, personal communication, March 21 2016). **The statements of the Director of Investigations conform to the findings of the respondents who were detained, regarding the conditions of the infrastructure, congestion and basic needs.**

There are written also procedures for the Traffic Department. The duty officer instructs the Traffic Police (before allocating them into specific schedules) on conduct and behavior, a road map that opens or closes, testing vehicles, regulating the traffic, following up accidents and their procedures according to the case type. The procedures vary according to the case, whether a traffic violation, vehicle inspection, or an accident, which the Traffic Police are notified of through the Operations Department. The police officer goes immediately to the accident scene and Operations call an ambulance if there are casualties. The officer preserves the accident scene until the accident experts arrive. The traffic officer opens the road and ensures the traffic movement. The perpetrators and victims of the accident may go to the investigations section of the Traffic Department if their health conditions enable them to. Otherwise, the officer goes to the hospital (R.B. Odeh, personal communication, March 28 2016). The speed of the procedures depends on the nature of the accident and if there were any casualties or deaths, which may prolong the procedures. The Administrative Director for the Traffic Department also said that the lack of staff, the work load and the gravity of accidents and violations, especially in large cities such as Hebron, Ramallah and Nablus, cause long waiting periods, which may lead to greater dissatisfaction. Furthermore, some cases may end at the Traffic Investigations, while others may go to the prosecution, especially the ones that result in serious injuries or deaths, even if the victim or her/his family make the complaint (R. B. Odeh, personal communication, March 28 2016).

The procedures at the Grievances and Human Rights Department: The deputy director indicated that the police listen to the complaints, give sufficient time, collect evidence and data, and notify the complainant of the required time for inquiry and verification, and interrogating the accused (by summoning her/him or going to her/his location). This process requires an average of two weeks, but may sometimes take several months, depending on the type of case and the level of the required investigations. The department realizes the importance of speed and achievement. However, it is important to take enough time to submit adequate recommendations to Major-General Atallah for approval. As Grievances and Human Rights is only located at the central office, with no branches at the directorates, citizens may not be aware of its existence. The citizens from different areas have to go to Ramallah to file and follow up complaints, which is hard for people residing in remote areas, hence they are discouraged to file such complaints. The deputy director of the Grievances and Human Rights Department said that internal security addresses the complaints against police officers, especially the major criminal

cases that are referred to the Military Judiciary (A. Odeh, personal communication, December 29 2015).

The Family and Juvenile Protection Unit: This unit was established to cater for women's cases and has special procedures for them. Colonel Wafa Mu'ammam, the Director of the Family and Juvenile Protection Unit (personal communication, February 16 2016) said that they follow the written procedures to address women's cases (who either may go directly to the FPU or may be referred from other departments or institutions). She added that women are received at the departments and referred to special rooms. Their statements are taken in the presence of a policewoman. The FPU mostly summon a social worker from MOSD or a child social worker if the case involved a juvenile (under 18 years old). All precautions are made to protect women from danger, preserve their lives and resolve their problems in cooperation with partners, through placing them in safe homes until their problems are resolved. In the same context, FPU take the necessary legal measures in full confidentiality and privacy, since FPU are keen on preserving the social fabric and family bonds. Recently the Police Command issued instructions to refer the cases at the departments in the directorates to the prosecution directly without going through any other police department, to ensure further confidentiality (W. Mu'ammam, personal communication, February 16 2016). According to the procedures of the National Referral System for women victims of violence, a case caucus is held to assess the status and the risk the woman is facing, and she is given the freedom of self-determination, while alerting her of the risk related to her access to the persons surrounding her. The decision to place her at the safe home or under maximum protection if she faces high, life-threatening risk, however, is taken irrespective of her opinion. The woman and her children are placed in the safe home if they were accompanying her and their lives were at stake, in cooperation with MOSD (W. Mu'ammam, personal communication, February 16 2016).

The nature of complaints

In general, all the interviewed officers agreed that the men's cases constitute a higher rate than women's cases, except at FPU. For example, women accidents constitute 8.6% of the total number of accidents, and mostly occur in Ramallah governorate according to 2015 data. During 2015, the number of traffic violations reached 128,000, with a higher rate of men. The director of the traffic department Abu Zneid (personal communication, March 2016) said, "we face a problem in addressing women violations while driving, although we are very careful to treat them with the utmost respect. However, women abuse the situation and demand being acquitted, even sometimes raise their voices with disrespect to the traffic police. Some women accuse the police of harassment." At **Criminal Investigations**, Imad Da'ass (personal communication, March 21 2016) explained that men's complaints were much more than women's, with different types of complaints, such as telephone calls, abuse, publishing pictures on Facebook, physical and psychological harm, theft, etc. Furthermore, Assem Odeh (personal communication, December 29 2015) pointed out that males filed the highest rate of complaints at the **Grievances and Human Rights Department** compared to the complaints of women, 90% and 10% respectively. Most complaints revolve around abuse and violence during detention, while women's complaints revolve around slow processing, particularly at Criminal Investigations. There were complaints about abuse and beatings during

imprisonment, but there were no complaints about sexual harassment, although this issue is investigated indirectly. There were a few abuse complaints filed against policewomen at Criminal Investigations and Anti-Narcotics. Assem Odeh (personal communication, December 29 2015) explains that the low rate of complaints of women is because of their low contact with the police on one hand, and the cautious behavior of policemen with women, on the other hand, because of the social and cultural sensitivity of the matter.

The nature of complaints at FPU: The interview revealed that 1,952 adult women went to FPUs during 2015, alongside 89 juvenile females (under 18 years old). The nature of the cases were mostly: attempted suicide, rape, molestation, ruining the marital bond, deprivation from liberty, verbal abuse, libel, harm and grave harm, running away from home, domestic disputes, extra-marital pregnancies, sexual harassment, sexual assault, immoral acts, and others.

2- The reasons why women do not resort to the police

This question was raised to identify why women refrain from seeking the police services from the perspective of the respondents. Identifying and deeply considering the reasons enables mitigating the impact whenever possible, depending on the availability of resources. Such resources are not purely material, but may also be related to procedures, conduct, rehabilitation and other strategies.

Most respondents said that more women have been seeking the police services over the last few years. Nevertheless, several reasons discourage them from going to the police, according to the interviewed persons, including:

- a- The conservative society and the prevailing norms and traditions, which constitute a major impediment that hinders women's access to the police.

“Women are reluctant to seek the protection of FPUs from fear of family reprisals or aggravating an existing problem rather than resolving it, and because oriental society considers women's entry to police stations a taboo” (W. Mu'ammam, personal communication, February 16 2016).

These reasons conform to those given by the study sample, namely that “resorting to the police is still socially unacceptable for women and aggravates the problem.”

- b- The majority said that few women have problems and therefore have little contact with the police.
- c- The majority mentioned the negative mental image and stereotype of the police as a factor that discourages citizens, including women, from seeking police help. Imad Da'ass (personal communication, March 21 2015) put it as such, “a person who goes to the police is a criminal.”
- d- The small number of policewomen also discourages women to go to a place with a majority of men. This was also mentioned by the persons who had contact with the police in the study sample.
- e- Poor knowledge of the roles and specializations of the police. This conforms to the findings of the quantitative data, especially related to

women's knowledge of FPUs and the Grievances and Human Rights Department.

- f- Grievances and Human Rights alone mentioned the public confidence issue, since in their cases investigate breaches in the services provided from the police itself.

3- Obstacles the police face that undermine their ability to meet the security needs of men and women

Most interviewees identified certain obstacles, some related to the police and others related to external factors. Some obstacles were similar to the ones identified by the persons in contact with the police in the study sample.

Main external obstacles:

- a- The Occupation, the division into areas A, B and C and the security coordination impedes quick interventions, in addition to the difficulties with Jerusalem ID holders. This is in line with the opinions of the study sample.
- b- The poor culture of discipline and respect for the law among the public is reflected in the disrespect towards the police whose role is to enforce the law. This is in line with the opinions of the study sample.
- c- Weak laws: The Police Law has not been enacted so far, nor the Law on the Protection of Families from Violence. There are old laws, and others with gaps, such as the Traffic Law. There are problems in enforcing the law after the police refers the files, so offenders are not prosecuted in accordance with the law. The judiciary is permissive with offenders, which undermines the public image of the police. When the offenders are free and not punished, this affects the reputation of the police more than the judiciary, as people mix up, especially that the police are in direct contact with the public.²³ Moreover, the military laws applicable for the security forces suffer from major gender discriminatory gaps. For example, the women who work in the security forces are not eligible to include their husbands or children under the health insurance, are not eligible for social benefits such as child allowances, and their inheritors do not benefit from their pension in case of their death, unlike men. This discourages women to join the security forces (Wafa Hussein, personal communication, March 24 2016).
- d- Poor awareness of the role of the police in the society.
- e- The Traffic Department pointed out the weak cooperation with stakeholders such as the municipalities. Planning streets, parking lots and licensing buildings without parking areas affect their work, as it increases

²³ The Traffic Department and Criminal Investigations mentioned this

traffic violations because of insufficient parking areas or rehabilitated and planned streets.

Main internal obstacles

- a- Lack of human and financial resources, and no new recruitment.
- b- Poor infrastructure at some police stations.
- c- Grievances and Human Rights indicated that the police stations do not conduct awareness activities and inform the public of the grievances administration properly. No instructions boards explain to the citizens what to do if they face problems with the police.
- d- The Traffic Police suffer from curious people who interfere in cases of traffic tickets relating to accidents and from the moodiness of some drivers. They also suffer from family pressures. The Director of Traffic Administration said that “the people perceive the police with disrespect.”
- e- Lack of equipment that helps the Traffic Police to perform their duties, such as the speed or alcohol detectors, or cameras.
- f- The interviewees said that the police conducts awareness campaigns about the police and their role, but these campaigns are not sufficient, are traditional, do not appeal to everyone, and do not reach out to all.
- g- There are few women in the police: there is a need for recruitment but no hiring can take place because of lack of budgets. The police works day and night, and has hard field tasks. All this discourages women from joining the police. Mahmoud Salaheddin (personal communication, December 29 2015) said that the police officer may work away from his/her place of residence, which makes it difficult for married women to join. Many women apply for transfers to join their families. Women applicants tend to want to work for the police, but not in the fieldwork.

4- Recommendations to improve the performance and fulfil the security needs of women and men

The recommendations were general for all the police, and specific to administrations:

General recommendations

- a- Develop a careful strategy to improve the mental image of the police and their role, using the following proposals:
 - An attractive means of communication with the youth and joint initiatives with the youth.
 - Strengthen positive social relations for pre-emption purposes at the places where the youth gather, such as universities, institutes and clubs.
 - Enhance women’s access through awareness and guidance initiatives, and encourage women to join the police.

- Reduce bureaucracy through direct interaction with the community.
 - Shed light on the success stories of the police.
- b- Activate and develop the role of the media using modern tools; set up a police radio station.
 - c- Most administrations recommended increasing the number of women in the police and linking them to their work.
 - d- Complete the institutional development and recruit new members to the organization.
 - e- Review the laws that regulate police work, enact the police law and other pertinent laws, such as the Law on the Protection of Families from Violence.

Family Protection Units

- a- Continue developing the performance of staff at FPUs to better serve women.
- b- Have separate buildings from the police, that include FPUs, specialized prosecution, specialized judges, forensic doctors, social workers, child social workers and probation officers, day and night.
- c- Provide juvenile detention centers in the governorates that do not have them.
- d- Set up free lines at all units at the governorates.
- e- Activate the safety net that provides psycho-social support for victims of domestic and gender based violence (GBV).
- f- Set up a committee that monitors violations against women and children, and conducts surveys and studies of such violations to study and submit recommendations to the senior level.
- g- Develop the role of the media in presenting the negative impact of domestic violence.

The Traffic Department

- a- Re-evaluate and develop the traffic system.
- b- Enhance traffic awareness and culture, and the role of the traffic police, through media campaigns and various initiatives.
- c- Revise and develop the Traffic Law.

Criminal Investigations

- a- Inform the public of the procedures in a simplified manner.
- b- Disseminate the police free telephone number, especially among women.

- c- Improve the conditions, rehabilitate and expand detention centers.

Anti-Narcotics

- a- Develop community support to fight narcotics.
- b- Train and develop staff and increase their numbers, including women.
- c- Develop rehabilitation and treatment services against drug addiction.
- d- Raise awareness about the importance of fighting drugs and cooperating with the police.

Gender Unit

- a- Conduct a gender audit of the security services, particularly the police.
- b- Empower all police officers, focusing on policewomen, to improve their knowledge and skills so that they can consider equal opportunities in decision-making.
- c- Continue gender mainstreaming the police centers and utilities so that they better meet women's needs.
- d- Give women the opportunity to enroll at the external police academies.
- e- Provide services that help alleviate the burden of policewomen, such as nurseries and daycares, and the necessary infrastructure such as toilets and changing rooms.
- f- Allocate a gender-sensitive budget within the police budget.
- g- Eliminate all forms of discrimination through adopting mechanisms that bridge the gaps between the law and its application in practice.

Synopsis

The interviews and their findings reveal that several of the difficulties and recommendations that the police have identified conform to the responses of the respondents who had contact with the police in the study sample. The police administrations identified the procedures, their complications and the reasons, which may not be clear to the public. The lack of staff and the unpreparedness of some stations constitute difficulties that the police suffer from, in addition to the geographic security divisions and the security coordination. The administrations generally expressed their satisfaction with the procedures and performance, asserting that they are subject to control and that they seek development according to procedural manuals and work plans that contributed to increasing the numbers of citizens who resort to the police. The police have the inclination towards becoming more gender-sensitive. The Gender Unit is currently focusing on the status of women in the police to increase equal opportunities and eliminate discrimination, so that the police stations become gender-sensitive. This is a priority for the gender-mainstreaming strategic plan. However, there is less focus on women complainants or accused to ensure that their security needs are fulfilled and to develop strategies that increase their access, especially that some reasons are related to the police while other are related to the prevalent social culture. Hence, the recommendations of the different administrations stressed the importance of women in the police. However, this is not sufficient to attract women, but should be coupled with

changing laws, procedures, inclinations and attitudes towards gender and women's issues. The recommendations, which come under the framework of developing a plan to change the stereotype of the police and their role, must be gender-sensitive. There is also a need for media and awareness campaigns to inform the public of the police services, including FPU's, and to shed light on gender dimensions for the public in general and women in particular. It is also necessary to take measures that enhance women's access to the police, such as strengthening confidentiality and privacy measures, and catering for women's special needs at the police.

Conclusions and recommendations

The study reviewed the existing literature and conducted an analysis of the data gathered through a quantitative questionnaire from the citizens in contact with the service departments of the police. The sample consisted of 445 male and female respondents from different governorates. The aim was to identify their points of view and to what extent their security needs were met. The aim was also to identify the obstacles they faced during their experience and whether they were related to procedures, police officers' behaviour and conduct, access to services, level of satisfaction or possible improvements, focusing on women and their needs. A set of semi-regular interviews were also conducted with the officials responsible for the concerned police administrations to identify their points of view for the same purpose. The conclusions are summed up under the following themes, although the details appear in the body of the report.

- 1- The development in the concept of security gives the community and its organizations a wider role of cooperation with the police. This cannot be achieved except by developing the relation and strengthening confidence and satisfaction.
- 2- Historical factors contributed to forming a negative perception of the police as a tool of oppression and terrorization, which deepens the gap between the police and society, especially considering that the Palestinian people were ruled by several foreign powers and continue to suffer from a prolonged occupation. This made the Palestinians feel that violating the law was a kind of legitimate rebellion.
- 3- Strengthening the citizens' confidence in the police constitutes the source of the police's authority, and their legitimacy and continuity stem from their ability to play their role in serving the society. If they do not serve the society, or abuse their powers in a manner that harms the interests and freedoms of the society, their legitimacy is questioned.
- 4- The close relations and interaction between the police and the community does not harm the prestige of the police and does not prevent them from performing their duties, but rather increases the community's confidence in the police.
- 5- The positive image of the police depends on certain conducts the police must adopt, and which the citizens cherish, namely fairness, respect, and decent and humane treatment (due process).
- 6- The police should cater for the needs of all groups of society and care for the public opinion and perceptions of their services and conduct. They should take

into consideration the culture, age, sex, special needs, i.e. the police should be gender-sensitive.

- 7- The experience of contact with the police, the type of contact and how the police treat people constituted the most critical factor in shaping the perceptions of the police, and is more accurate than those who had no contact with the police.
- 8- The interaction between the police and citizens is of utmost importance. Studies indicated that citizens tend to judge the police through their behaviour with them, and through the processes rather than the outcomes.
- 9- Women's engagement in police work proved to be very helpful globally, because of their communication skills, humane treatment and their ability to alleviate the use of excessive force.

General conclusions about the Palestinian police

- 1- The continued Occupation, and the constrained powers of the security services (including the police) and their political and security jurisdiction (Areas A, B and C) constitute major difficulties that impede police work, amid the difficulties that the inhabitants of Area C face because of the absence of police stations, and the cultural and economic obstacles that restrict women's movement.
- 2- The efforts of the PCP security reform sought to overcome several weaknesses identified in the 2014-2016 Strategic Document, including: absence of a Police Law, weakness of some applicable laws, incomplete administrative systems and incentive systems, lack of new recruits in the police, an incomplete database, poor police stations, a poor public safety system, an incomplete training system, poor infrastructure and equipment, and poor mass communication. The reform and development efforts contributed to the development of the training system, completion of the draft Police Law, the development of the databases according to administration and other continuing developments.
- 3- Despite difficulties and the gaps that continue to exist in the police performance, they succeeded in overcoming several obstacles through the process of reform and development, acquiring the citizens' confidence and satisfaction at a higher rate than other security services and justice institutions according to previous studies. The rate of satisfaction of the citizens who had contact with the police reached 80%.
- 4- The strategic and operational planning approach, and establishment of vital departments such as Grievances and Human Rights, the Gender Unit and the FPU, indicate that the police are taking steps towards institutionalization and development, that they care for the citizens' rights, are keen on not violating them at the police stations and utilities, and are committed to fulfilling the various security needs of women and men.
- 5- The police need sufficient qualified staff, and support supplies, such as patrol vehicles, rehabilitated utilities and equipment. Since security is a continuing and evolving process, lack of human resources and support supplies adversely affects the ability to meet the security needs of citizens in a timely and acceptable manner. This was reported among the respondents and the officials responsible for the police administrations.
- 6- Despite what the literature and the interviews revealed about the importance of women in the police, the gap continues to exist. The women presence in the Palestinian police is still low, at 3.3%.
- 7- The diagnostic report on the police and gender and the strategic plan for gender-mainstreaming of the police constitute main achievements if completed. They will influence the attitudes and perceptions of the police, as they take into consideration the needs and specificities of the different groups, thus reducing the discriminatory gaps with female citizens inside the police utilities. Moreover, such a policy may contribute to enhancing women's access to, and increasing their confidence in, the police.

- 8- Despite the police's continuous efforts in their work, management, and utilities, their evaluation reports that are accessible to the public are rare and not regular or well disseminated. They lack gender segregation, although there are databases in different administrations segregated according to several variables.
- 9- In general, one can say that the police procedures in different administrations, except FPU's, which have policewomen in investigation and detention, have work procedures, but nothing is designed especially for women, which discourages them to access the police.
- 10- Despite the media coverage and promotion of the police through the public relations and media departments, these efforts are not enough. The media efforts are complementary to improving the police's public image, which seem to require further effort.

Conclusions of the field findings:

A- Access to the police

- 1- Providing close police stations and affordable public transport are encouraging factors for access to the police. However, a low rate of the sample indicated that there was no police station in their area, with a higher rate of women. A third considered the police stations far or relatively far, while women said they were very far.

A third used public transport, with a higher rate of women than men. The majority of the respondents considered the cost either low or moderate, while the rest considered it high, with a higher rate among women. **Hence, lack of police stations in the areas where women live, or far police stations, and their inability to pay the cost of transportation in a community that restricts and controls women's movement, may constitute reasons for women's reluctance to go to the police.**

- 2- The most common method of access to the police is still going to the police stations directly. Half the respondents went directly to the police stations, with a higher rate of women, and the least common method was the telephone, 7.9%, although two thirds knew of the toll-free number, while the rest did not. This rate is significant because most of them are women.
- 3- The rate of contact of women with the police was higher among high school or bachelor's degree holders and women who worked, compared to illiterate and literate women and women who did not work. **This indicates that education and work may empower women, increase their knowledge and their ability to access sources of information that helps them when in need.**
- 4- Women deal with the police less often than men, since their problems revolve around the private domain because of their social roles, which restrict them to houses and places of work. However, the study indicated that 81.87% of women who had contact (experience) with the police filed complaints, which

means that the police have become an option for women who face problems or violations. This also indicates that women are encouraged to file complaints, especially that 82.9% of the women respondents said that they would resort to the police again if in need and that they would encourage other women to resort to the police, at a higher rate than men. **Hence, women trust the police and their services and are relatively satisfied with them. They consider them the option to which they will resort when they face problems.**

B- The encouraging factors to go to the police

- 1- Despite the tribal conflict-resolution methods that still exist in society and which limit citizens from resorting to the police, the study revealed that two thirds of the respondents were encouraged to resort to the police, with higher rate among women than men. Depending on the type of case, women were encouraged by their families and acquaintances particularly to go to FPU, where all women were encouraged to go to the FPU. However, the rate decreased for other departments, such as Criminal Investigations and the Traffic Department. **This reflects the confidence in, and the good reputation of, FPU, which should be used to attract women. Other administrations must improve their performance to enhance women's access too.**
- 2- The police's good reputation and conduct, and confidence in their performance constitute factors that encourage resorting to the police. Confidence in police performance constituted an encouraging factor for two thirds of the respondents, with a similar rate for women, followed by their good reputation, and previous experience with the police.
- 3- Regarding expectations prior to seeking services, 47% of the respondents expected the police to respond quickly, a similar rate expected to be treated with respect, 45% expected the police to listen to their complaints, and a lower rate expected the provision of protection and the explanation of rights and the procedures followed. Most respondents did not have high expectations, although the questions addressed substantial measures that are at the core of the due process that the police must ensure. On the other hand, the experience of previous contact with the police and the satisfaction with the services exceeded expectations, which reveal that contact and positive experience alters prejudices. Hence, the police have the responsibility of maintaining due process to enhance the positive image resulting from contact, regardless of the type of contact or case.

C- Knowledge of the complaints system

- 1- Despite the presence of the Grievances and Human Rights Department to consider the citizens' complaints against police officers if they are subject to abuse at police stations, half the respondents were not aware of it, with 72% of women compared to 54% of men. The main source of knowledge

was friends and acquaintances. This reflects the weak promotion of this department and that it has no branches in the directorates. Promoting Grievances and Human Rights and raising women's awareness towards it is a policy that encourages women to go to the police to get their rights and get protection from any violations from the police. The rate of women complaints was lower than men because of the lack of knowledge and less contact of women with the police compared with men. Nevertheless, women received the attention of Grievances and Human Rights, as it addressed 100% of the complaints filed by women, who were satisfied with the outcome. The rates were lower among women, both in addressing the complaints and satisfaction with the outcome.

D- The material and human preparedness of the police stations

- 1- The availability of basic human needs at police stations reflects attention to the needs of women, men, the elderly, the disabled, boys and girls. It manifests the gender sensitivity of the police. The availability of sufficient and comfortable waiting areas and seats, allocation of separate areas for women, the elderly and persons with disabilities, and having separate toilets, clean amenities and drinking water are all sources of satisfaction and attraction for visitors. However, according to the respondents, these were mostly available, except for the insufficient seats and separate waiting areas for women (in a society that does not welcome mixed settings). A significant rate was not satisfied with the level of hygiene and of the common toilets for men and women, with a higher rate of dissatisfaction among women compared to men.
- 2- Instruction boards inside the police stations facilitate ease for the visitors. Organizing the police stations to ensure privacy from being heard or seen is substantial for police work and a right of the citizens. Two thirds of the respondents said that there were instruction boards, with a higher rate among women than men. A third said that there was no privacy from being heard or seen, i.e. the organization of the police stations do not take into consideration such privacy, with no significant discrepancy between men and women. Hence, the police stations must be more careful, and rehabilitate and organize accordingly.

E- Police procedures upon reception and referral to the specialized police departments:

- 1- The quicker, smoother, clearer and less complicated the police procedures are, the more the satisfaction is of the citizens who contact the police. Two thirds of the respondents considered the procedures quick and smooth, while one third considered them slow and complicated, especially at Criminal Investigations, followed by the Traffic Department. A low rate considered them costly. A lower rate of women than men considered them quick and smooth and a higher rate considered them slow and complicated. It is necessary to expedite procedures, especially for women, to encourage them to access police services and to avoid

delaying them because of their roles, namely the reproductive and productive roles, (especially that women who work went to the police at a higher rate than women who do not work).

- 2- Receiving the citizens, directing them to the relevant department and informing them about the police procedures constitute important procedures that reflect professionalism, respect for mandates, complementarity in the police work, and respect for citizens. Of the respondents, 88% considered their reception either fully acceptable or acceptable, while the rest considered it unacceptable. The women's evaluation was positive, and this positive perception contributes to encouraging them to go to the police again, or to encourage the women around them to do so. The rate of introduction to the police procedures was high, 87%, with men slightly higher than women, while the rest were not introduced, with a higher rate of women. Despite introduction to procedures, there was discrimination between men and women, which the police must end. They must improve the rate of introduction to the procedures for all, without discrimination based on the case or the type of contact.
- 3- The waiting period to access the relevant department is acceptable, at 21.6 minutes, with no significant discrepancies between women and men. Of the respondents, 82% said that they were informed of their rights and the applicable laws, with a higher rate among men than women, although the rate was 100% at FPU and Anti-Narcotics and 0% at Criminal Investigations and the Traffic Department.
- 4- As for being read statements, 78.9% said that the police read them the statement prior to signing, while 21% said they did not. Anti-Narcotics was the best, followed by Criminal Investigations with 79.1%, and the Traffic Department and the FPUs, 75.9% and 75% respectively. Of those whose statements were read, 98.5% said that they were identical with their verbal statements, with no significant discrepancies between men and women. The rate was 100% in all departments except at the Traffic Department, where it was 95.1%.

F- Police behavior and treatment

- 1- The police compliance with professional conduct constitutes a way to form a perception about it. While 90% of the respondents said that they were treated with respect, 5.1% were treated with mockery, 3.9% were yelled at and 1.5% faced violence. All the cases at the FPUs and Anti-Narcotics were treated with respect. Because of the cultural and social sensitivity of dealing with women, they were treated with respect rather than mockery or yelling, and they were not subject to violence, while the situation was different with men, who were treated with more harshness and violence. **Treating women with respect is an important factor that encourages women to resort to the police. It is important to avoid mockery or violence with women and men alike to be in line with**

professional ethics and the citizens' rights safeguarded in human rights conventions, as well as local laws and the Police Code of Conduct.

- 2- The specialized police must listen to the complainants carefully, give them enough time, consider their emotions and avoid discrimination on any basis. While two thirds of the respondents said that they were given enough time and that the police listened carefully, a low rate said that their emotions (anger, crying, tension and others) were considered. Furthermore, around 16.8% felt discrimination, with 10.3% at the Traffic Department, 25% at FPU, 60% at Anti-Narcotics and 17.3% at Investigations.

There were different reasons for discrimination, such as sex, profession, family, nature of the case and others. While sex was only a factor for discrimination at Criminal Investigations (10.9%), profession constituted a reason at the Traffic Department (16.7%), the FPU (100%), Criminal Investigations (19.6%). Family constituted a reason at the Traffic Department (50%), the FPU (100%), Anti-Narcotics (33%) and Criminal Investigations (8.7%), and the nature of the case constituted a reason at the FPU (100%), Anti-Narcotics (33%) and Criminal Investigations (58.7). Discrimination was practiced against women and men alike, where a higher rate of women were listened to carefully, but a lower rate were given enough time. The rates were close in respecting emotions and similar with regards to discrimination. FPU were established to address women private and domestic issues, and while they listened carefully to 100% of the complainants, only 60% said that they were given enough time, and 20% said that they considered their emotions. At the same time, the rate of discrimination against women at FPU was 100% on the basis of the family, profession and the nature of the case. This is condemning behaviour that reflects that discrimination exists and is institutionalized into the police procedures and departments. Such conduct must stop and the police must become more gender-sensitive.

- 3- Maintaining confidentiality of the citizens who go to the police is a substantial element in professional conduct that should not be breached, as it is a basic right of citizens. However, 15.4% of the respondents said that confidentiality was not maintained in some departments, including Criminal Investigations (16.3%) and the Traffic Department (13.8%), while it was maintained in all the cases at the FPU and Anti-Narcotics. Maintaining confidentiality, especially for women's cases, constitutes a key factor that encourages their access to the police, as there are social and cultural barriers that discourage access to the police.

G- The results of contact with the police

- 1- Around 46.9% said that their problems were fully resolved after contacting the police, while 31.8% were partially resolved and 21.3% were not resolved. The highest rate, 100%, were resolved at the Anti-

Narcotics, followed by the FPU, 75% fully and 25% partially. At the Traffic Department, 59.6% of cases were fully resolved and 29.6% were partially resolved, while at Criminal Investigations 43% were fully resolved and 33% were partially resolved.

- 2- The reasons that 21.3% of the respondents gave for failing to resolve their problems were the lengthy procedures, favouritism, unprofessional police performance, lack of coordination among the different police administrations and the insufficient powers of the police, with a higher rate of men than women, particularly for favouritism.

H- Arrest/detention: the preparedness of detention centers, the adopted procedures and the rights of detainees.

- 1- According to procedures, the reasons for arrest should be explained in a warrant of arrest, however there are breaches: the reasons were explained to 92% of the respondents who had been arrested/detained and only 60% saw a warrant of arrest. Though everybody is equal before the law, there was a discriminatory gap between women and men in explaining the reasons for arrest, as the rate of men was higher than women.
- 2- In cases of arrest or detention, the detainees have rights where they should be notified of and obtain. However, there is not full compliance as 67% were notified of the period of detention and 55% of their rights during detention, such as contacting a lawyer, family visitation, their personal belongings such as medicines and clothes, and asking them if they suffer from any chronic diseases or are on any medication (the report includes details of the rates).

Around 73.3% said that the place of detention was either appropriate or very appropriate, while the rest, around a third, said that the place of detention was either inappropriate or not at all appropriate. The rate for women was low, whereby 50% said that the place of detention was inappropriate compared to 18.9% of men, and 0% said that it was not at all appropriate compared with 18% of men.

- 3- The international human right conventions provide for hygienic and appropriate conditions at the places of detention and imprisonment, ensuring detainees' general and physical integrity. While 73% said that the capacity of the places of detention was either appropriate or very appropriate, the rest considered them inappropriate or not at all appropriate. A significant rate of the respondents said that the places of detention were appropriate in terms of hygiene and living conditions, including: ventilation (75.8%), lighting (89.5%), usable toilets (71%) and availability of covers (82%). The rates were much higher for men than women. Women considered the conditions of detention inappropriate in terms of capacity, ventilation and light. Only half the women said that the toilets were usable, and there were no feminine

needs at the place of detention, which reflects that there is no consideration of women's needs.

- 4- Decent humane treatment, physical integrity and protection at the places of detention are all rights of detainees. However there are breaches at the places of detention, where the most common was disrespect (24%), followed by mockery (6.5%), deprivation from sleep (0.9%) and neglect (14%).

I- Conclusions about the Family Protection Units

- 1- The presence of policewomen at FPU is important for addressing sensitive women's cases. They are present but in limited numbers in the police and FPU, which weaken their ability to understand the sensitive women's cases and the sensitive information that they may disclose. It is always better to make women choose who would follow up their cases, men or women police officers.
- 2- Discrimination at FPU on any basis is in contravention with the procedures of FPU, the National Referral System, international conventions and the Police Code of Conduct. FPU are supposed to provide complainants with security and assurance, while discrimination undermines trust and assurance. About 11.8% of the women who went to FPU said they were subject to discrimination. The reasons of discrimination included sex and the type of case, 25% and 50% respectively, which is a result of confusion between professional and personal attitudes and is unacceptable in all cases.
- 3- The FPU should maintain the confidentiality of the cases of women who go to them. Decent treatment calms women down, gives them a feeling of safety and assurance and confidence in the police. A very small rate of women felt angry and said that FPU treatment provoked them.
- 4- The FPU cases require strict security measures to ensure the confidentiality of information. Women should be aware of these measures to have more confidence in the police, and consequently disclose the details of their problems. Only 87% were informed of the confidentiality procedures, while it should have been 100%.
- 5- The FPU are conducting all the necessary procedures, including taking the statements for women alone, conducting risk assessments, notifying women of the risk, holding the case conference in the presence of a social worker, and informing women of their rights, available alternatives, social and legal services, their legal status, the mechanisms of protection and others. FPU are complying with these procedures at a satisfactory rate. Nevertheless, there is room for further improvement (the report includes further details).
- 6- FPU provide the basic human needs in a satisfactory manner, but there is a need for allocating more resources to ensure that they are sufficient.

- 7- More than half the respondents said their problems were fully resolved, 13.3% partially, 10% were not resolved, and the problems of 6.7% were further complicated because they went to the FPU. The level of satisfaction with the services and the solutions contributed to encouraging 70% of respondents to resort to the police again if they faced problems, while 16.7% were not sure because their problems were either not resolved or complicated. On the other hand, 67% would encourage their friends and acquaintances to resort to the police.
- 8- Despite all the efforts that FPU's exert, some women said that they would not go back to the FPU's and would not encourage others to do so, either because their problems were either not resolved or further complicated, they were subject to violence again, it is socially unacceptable, because of the confidentiality and privacy procedures, or the police's inability to provide protection - the most important procedure that lies at the crux of the FPU mandate. It is not acceptable to have obstacles related to police performance and that impede women from resorting to the police.
- 9- Placing FPU's at venues that are separate from the police stations and giving them socially acceptable names encourages women to go to them.
- 10- Lack of knowledge of the specialized services among women, such as FPU's, reduces the chances of women victims of violence to end their problems and the violence they suffer from.

Recommendations

- 1- Develop and adopt a broader concept of the police's role in providing security and safety, raise awareness and enhance the role of society in supporting police practices and promoting cooperation, thus developing into a community police.
- 2- Strengthen the citizens' confidence in the police so that they consider the police the first resort when they face trouble, through launching operational development strategies that increase access, focusing on women, and which include:
 - a- Review of the procedural manuals to ensure they are gender-sensitive in the service departments;
 - b- Remove all complications and bridge the gaps, ensuring their efficiency and effectiveness, and strengthen oversight on their proper implementation;
 - c- Simplify the procedures at the service departments that deal with the public and provide simplified and illustrated pamphlets or instruction boards, or any other forms that suit the public taste and educational levels;
 - d- Disseminate and spread the Police Code of Conduct and inform the public of means of compliance;
 - e- Widely promote the Grievances and Human Rights Department because of poor knowledge of it, as well as FPU's, particularly among women and girls;
 - f- Hold interactive meetings with women, developmental groups and organizations to develop clear policies that encourage women to resort to the

police, so that they would adopt them and reach memoranda of understanding that are binding to both parties;

- g- Build strong relations and partnerships with the media, especially radio and television stations, to publicize the role and the successes of the police regularly;
 - h- Produce a daily radio/television program about the police to inform citizens about their news and accomplishments, and to identify the citizens' security problems and needs;
 - i- Activate the police website and Facebook page, both centrally and at the directorates' level, updating it regularly with news, awareness messages and the results of police work in an attractive manner.
- 3- Develop a strategy that aims at improving the public perception of the police, with consideration to this study and previous studies as a baseline, and develop progress indicators for the regular monitoring of them.
 - 4- Adopt regular gender-based studies that monitor and analyze public satisfaction, especially among those who get in contact with the police, to identify gender discrepancies and the differences in the levels of satisfaction, followed by developing suitable interventions.
 - 5- Conduct training and rehabilitation policies for the police on communication skills, with a focus on psychology and different personalities, especially for those in contact with the public, and build the capacity of the police in self-discipline and problem containment skills.
 - 6- Complete wide-scale training on gender concepts and their relation with policing.
 - 7- Conduct baseline studies/databases about police attitudes and inclinations towards gender and the problems they face upon dealing with the different groups of society to adopt more efficient policies and interventions that meet the needs of those different groups, according to their conditions and sex. Develop interventions that change the police's behavior with the public, increase their knowledge and make them more gender-sensitive.
 - 8- Strengthen the control of the police officers' behavior with the public and their compliance with professional ethics, human rights and the Police Code of Conduct.
 - 9- Regularly monitor and evaluate the public complaints filed at Grievances and Human Rights and classify them according to the type of complaint, sex, region and department. Produce reports that lead to developing corrective and rehabilitative interventions for the police officers, while considering the complainants' satisfaction in line with the solutions, and disseminate reports throughout society through various means, including seminars, simple publications, the media and others.
 - 10- Open other branches of the Grievances and Human Rights Department or appoint an officer in charge of receiving complaints who reports directly to the central

- administration to make it easier for the citizens, especially those who live in remote areas.
- 11- Expedite the implementation of the gender-mainstreaming strategy in the police, ensuring it includes steps that motivate women to seek their services and publicize these steps widely in the media.
 - 12- Attract women in the service departments that have direct contact with the public to meet the needs of women and girls who go to the police, which encourages women to seek the services of those departments (Criminal Investigations, the Traffic Department, Anti-Narcotics and others).
 - 13- Rehabilitate the police stations and their utilities to take into consideration the needs of women, men, the elderly and persons with disabilities, and maintain a decent level of humane conditions such as water, sufficient and comfortable seats, toilets, adequate hygiene, in addition to other aesthetic elements that comfort people, such as plants and decorations.
 - 14- Assert the respect for the rights of the detainees, particularly in decent and humane treatment, protection of their safety and physical integrity, and providing them with the basic human needs safeguarded in the international conventions and national laws.
 - 15- Work towards adopting the Police Law and reviewing other laws so that they are gender-mainstreamed.
 - 16- Strengthen the presence of the police and their participation with the community in the social and national activities, which highlights the role of the police in the community and improves its image.
 - 17- Strengthen the community relations with the male and female youth, target them with voluntary initiatives to improve the image of the police among the youth, so that a voluntary Friends of the Police Association is established. Strengthen the police's role of spreading awareness about violence, traffic safety and the dangers of narcotics, and other problems that may be reduced through awareness.
 - 18- Adopt the proposal to separate FPUs from police stations to increase access and maintain the confidentiality and privacy of the women who go to FPUs and their cases.

Annexes

**Questionnaire
Field Research**

Measuring and Analyzing the Public Perception of the Services and Processes of the PCP in the West Bank

PLAN is conducting a field study for MIFTAH, about the services and processes of the Palestinian civil police in the West Bank, from the perspective of the Palestinian public, to measure the extent to which the police services fulfill the needs of the women who go to the police and identify the challenges and the gaps that the police sector face, and which impede meeting the citizens' needs. The findings shall be used to develop the police work and performance, to better serve citizens and meet the needs of women and men.

WE thank you for your cooperation in responding to the questionnaire, and assert that this information will be treated in strict confidentiality, and will not be used except for the purposes of the study and to develop PCP work processes.

Section One A: Questionnaire Data

ID1	Questionnaire number	
ID2	Name of station	
ID3	Governorate	
ID4	Date	
ID5	Name of filed researcher	
ID6	Interview result: 1- Completed 2- Partially completed 3- Refused to respond	

Section One B: the Respondent's data

AB00	Name of place of residence:	
AB01	Sex	A- Male B- Female
AB02	Age	() years
AB03	Education	A- Illiterate B- literate C- High School or lower D-Diploma E- B.A. F- Masters or higher
AB04	Marital status	a- single b- engaged c- married d- separated e- divorced f- widowed
AB05	Employment	a- works b- does not work c- student d- housewife e- retired
AB06	If the response was (yes, s/he works), what is:	a- occupation b- employer
AB07	Household income level	a- high b- middle c- low

AB08	Means of contacting the police	a- by phone b- went directly to police station c- in a police car on the street d- sent a message or a fax to the police e- summoned by the police f- arrest g- Other (specify)
AB09	The police station you contacted	Location (city/town):-----
AB10	Were you:	a- Complainant b- Accused c- Witness d- Arrested with a warrant of arrest e- Other (specify)
AB11	The nature of the current contact or communication with the police	a- Accident b- Traffic violation c- Family feud d- Request for protection e- Theft f- Assault and harm g- Domestic violence h- Fraud i- Vandalism j- Enforcement of a court decision k- Other (specify)
AB12	Which police department did you contact/communicate with or received service from? You may choose more than one answer	a- Traffic b- FPU c- Anti-Narcotics d- Investigations
AB13	What is your level of satisfaction with the service/communication/contact with the police?	a- very satisfied b- satisfied c- not satisfied d- not satisfied at all
AB14	In case you need the police services again will you resort to them?	a- Yes b- No c- Not sure

AB15	If your relatives/acquaintances or friends had a problem and needed the police intervention will you advise them to go to the police based on your experience?	a- Yes b- No c- Not sure
AB16	Are you aware of the complaints system against police officers if they abuse you or violate your rights when dealing with them?	a- Yes b- No (move to section One C Q ACO1 if that part applies)
AB17	How were you informed of the Grievances Department against police officers?	a- At the police station (from the officers there) b- A pamphlet about the Grievances Department c- Instructions board inside the police station d- The media e- Friends and acquaintances f- Other (specify)
AB18	If the answer is Yes, did you go to the Grievances Department and submit your complaint? *	a- Yes b- No
AB19	If the answer is Yes, was your complaint considered?	a- Yes b- No
AB20	Are you satisfied with the solution?	a- Yes b- No

Notes to the researcher:

-If the respondent is a female who went to FPU, after completing Section One B, the respondent's data, move to the FPU section, Two C.

-If the respondent has been arrested with a warrant of arrest, move to the section on detention, Two B.

-Otherwise, complete One C and all the other applicable sections.

Section One C: Access to and expectations of the police services

AC01	Is the police station close to your place of residence?	a- Very close b- relatively close c-Far d- Very far e- There is no police station in my place of residence
AC02	Do you know the police toll free number?	a- Yes b- No If the answer is no and s/he has not

		called the police but went to the station directly, go to question AC05		
AC03	If the answer is yes, did you call the police for help (this time)?	a- Yes b- No If the answer is no, go to question AC05		
AC04	If the answer is yes s/he called the police (this time), then did,	a- They respond quickly and listen to your request?	Yes	No
		b- You wait for long until they responded?	Yes	No
		c- They respond and refer you to the competent party?	Yes	No
		d- They not respond at all?	Yes	No
		e- Other (Specify)		
AC05	The means used to arrive to the police station	a- On foot b- Private car c- Public transport d- Police car e- Other (specify)		
AC06	The time required to arrive to the police station:	a- Less than half hour b- Half hour c- One hour d- More than one hour		
AC07	The cost of commuting to the police station is:	a- Low b- Moderate c- High		
AC08	I was encouraged to go to the police	a- Yes b- No c- Not applicable		
AC09	If the answer is yes, what encouraged you to go to the police? You can select more than one answer	a- Good reputation b- Confidence in the police performance c- Previous experience with the police d- Personal relations with some police officers/officials e- Other (specify)		

10 AC	What were your expectations before going to the police- You may select more than one answer.	They will a- respond quickly b- treat me with respect c- be fair d- listen to my complaint e- provide me with protection f- explain to me my rights and the applicable law on my case g- explain to me the procedures to follow h- Other (specify)
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Section 2 A: The services and procedures for the persons who go to the police stations/departments

BA01	Are there waiting areas at the police departments?	a- Yes b- No
BA02	If yes, is there an appropriate place for waiting?	a- Very appropriate b- Appropriate c- Not appropriate d- Not appropriate at all
BA03	The place inside the police station was?	a- Clean b- Relatively clean c- Not clean
BA04	The waiting seats were: you may select more than one answer	a- Sufficient b- comfortable c- Other (specify)
BA05	There are special waiting areas for women at the police station	a- Yes b- No c- I do not know
BA06	At the police station there are signs/boards that guide you where to go	a- Yes b- No c- I did not notice
BA07	The police station has drinking water	a- Yes b- No

	The police station has toilets	a- Yes b- No c- I did not notice
BA08	If the answer is yes, were the women's toilets separate from the men's toilets?	a- Yes b- No c- I did not notice
	If the answer is yes were the toilets:	a- Sufficient b- Clean c- I did not us them
BA09	The police premises and design ensures privacy for the person who want to speak about his/her problem from being heard or seen	a- Yes b- No c- I do not know
BA10	The procedures of filing a complaint were:	a- Quick and smooth b- Slow and complicated c- Costly d- Other (specify)
BA11	The method of arrival to the police station was:	a- Fully acceptable b- Acceptable c- Not acceptable
BA12	Upon reception at the police station, you were introduced to the specialized department that would serve you	a- Yes b- No c- Not applicable
BA13	You were informed of the police procedures you should follow	a- Yes b- No
The procedures at the specialized police departments your were referred to :		
BA14	The waiting period until the specialized police officer met you was:	() minutes
BA15	The waiting period was:	a- Very short b- Relatively short c- Long d- Too long

BA16	The police officer who received you treated you with:	<ul style="list-style-type: none"> a- respect b- Mockery c- Yelling d- Violence e- Other (specify) ...
BA17	The police officer with whom you dealt maintained the confidentiality of the information you gave so that no one else at the police station heard it	<ul style="list-style-type: none"> a- Yes b- No
BA18	During your meeting with the specialized police officer and as you spoke about your problem, the police officer: -You may select more than one answer	<ul style="list-style-type: none"> a- Listened carefully b- Gave you enough time to explain your problem/request c- Accepted your emotions as you spoke (anger, crying, anxiety) d- Other (specify ...
BA19	The police officer informed you of your rights and the applicable law to your case	<ul style="list-style-type: none"> a- Yes b- No
BA20	Did you feel that the specialized police officer treated you with discrimination?	<ul style="list-style-type: none"> a- Yes b- No
BA21	If you felt discrimination, the reason from your point of view is: -You may select more than one answer	<ul style="list-style-type: none"> a- Sex b- Economic status c- Lineage and family d- Nature of job/career e- Political affiliation f- Religious confession g- Personal relations h- The problem/case i- The region you come from j- Other (specify
BA22	After you finished giving your statement it was read to you for signing	<ul style="list-style-type: none"> a- Yes b- No (move to Question BA24)

BA23	If the answer is yes, the written statement was identical to your statements	a- Yes b- No		
BA24	IF you had asked for a police report, did you get one?	a- Yes b- No c- Not applicable d- I did not ask for a report		
BA25	Did the police help you resolve your problem?	a- Yes fully (move to Question BA27) b- Yes, partially c- No		
BA26	If the answer is No, then the reason is:	a- Lengthy procedures	Yes	No
		b- Lack of coordination between the police administrations and departments	Yes	No
		c- Inability of the police to enforce court decisions	Yes	No
		d- Nepotism	Yes	No
		e- Insufficient powers of the police	Yes	No
		f- Poor professional performance of the police	Yes	No
		Other (specify): ...		
BA27	Based on your experience, you find the police procedures:	a- long	Yes	No
		b- complicated	Yes	No
		c- unclear	Yes	No
		d- costly	Yes	No
		e- smooth and	Yes	No

		comprehensible		
		f- Other (specify)		

Section Two B: The procedures in case of detention/direct arrest or following investigations

BB01	The police explained the reasons for detention	a- Yes b- No
BB02	You were presented with the warrant of arrest against you	a- Yes b- No
BB03	You were informed of the detention procedures in terms of:	a- Period of detention b- Your rights during detention c- Your right to contact a lawyer d- Your right to family visitation e- Your personal belongings that you may keep with you (medications, money, cloths) f- Other (specify ...
BB04	You were asked whether you suffer from diseases and take medications to provide you with them	a- Yes b- No
BB05	The place of detention was:	a- Separate b- With more than one detainee
BB06	Regarding congestion, the detention room was:	a- Very appropriate b- Appropriate c- Not appropriate d- Not appropriate at all
BB07	The place of detention had: -You may select more than one answer	a- suitable ventilation b-sufficient light c- A usable toilet when required d- A place for taking a bath when required e- Other (specify)...
BB08	At the place of detention, were these basic human needs made available sufficiently? -you may select more than one answer	a- Separate bed b- Covers c- Food d- Drinking water upon request e- Clothes (underwear and outerwear)

		<ul style="list-style-type: none"> f- Feminine requirements (for female detainees) g- Other (specify)
BB09	Did you feel any form of discrimination in your treatment at the place of detention?	<ul style="list-style-type: none"> a- Yes b- No (move to Question AB11)
BB10	<p>If the answer is yes, what was the reason for discrimination from your point of view?</p> <p>-you may select more than one answer</p>	<ul style="list-style-type: none"> a- Sex b- Economic status c- Lineage and family d- Nature of job/career e- Political affiliation f- Religious confession g- Personal relations h- The charges against you i- The region you come from j- Other (specify):
BB11	In detention, you were treated with:	<ul style="list-style-type: none"> a- respect b- Mockery c- Neglect d- Violence e- Verbal abuse f- Deprivation from sleep g- Other (specify) ...
BB12	During detention, you were allowed to see your lawyer	<ul style="list-style-type: none"> a- Yes b- No
BB13	During detention, you were allowed family visits	<ul style="list-style-type: none"> a- Yes b- No
BB14	You were informed of the procedures that would be taken after detention (referral to the Prosecution, release on bail, etc...)	<ul style="list-style-type: none"> a- Yes b- No c- Not applicable
BB15	During detention, you received medical treatment when needed	<ul style="list-style-type: none"> a- Yes b- No c- Not applicable

Section Two C for women who resort to the Family Protection Units

BC01	Did the women police accompany you all the time?	<ul style="list-style-type: none"> a- Yes all the time b- Yes intermittently c- No
BC02	Who followed up your case at FPU?	<ul style="list-style-type: none"> a- Male b- Female c- Both male and female
BC03	Did you prefer the officer who followed up your case to be a:	<ul style="list-style-type: none"> a- Male b- Female c- Indifferent
BC04	Did you ask for a female to follow up your case?	<ul style="list-style-type: none"> a-Yes I asked b-No I did not ask
BC05	Did you feel that any of the officers following up your case was discriminating against you?	<ul style="list-style-type: none"> a- Yes b- No
BC06	If the answer is yes, (I felt discrimination), what is the reason in your point of view? You may select more than one answer	<ul style="list-style-type: none"> a- Because you are a female b- The nature of your problem c- Family status d- Your economic status e- Religion and confession f- Political affiliation g- Area of residence h- Other (specify) ...
BC07	The way the police officer treated you:	<ul style="list-style-type: none"> a- Calmed you b- Gave you a feeling of safety and assurance c- Enhanced your confidence in the role of the police d- Aggravated your anger and provocation e- Increased your tension f- Other (specify)
BC08	Were you informed of all the	<ul style="list-style-type: none"> c- Yes d- No

	precautions/measures that ensure the confidentiality and privacy of your case?	
BC09	Did you notice that the persons who dealt with you at FPU were keen on maintaining the confidentiality and privacy of your case?	<ul style="list-style-type: none"> a- Yes b- No c- I did not notice
BC10	Were you given enough time to calm down before taking your statement?	<ul style="list-style-type: none"> a- Yes b- No
BC11	Were you notified of your status and the level of risk you faced based on your statement and the police assessment?	<ul style="list-style-type: none"> a- Yes b- No
BC12	Did your children who were with you receive any care?	<ul style="list-style-type: none"> a- Yes b- No c- Not applicable Move to BC14
BC13	If your children were with you, was your statement taken in their presence?	<ul style="list-style-type: none"> a- Yes, in their presence b- No, alone
BC14	The protection procedures to be followed were discussed with you, including: -You may select more than one answer:	<ul style="list-style-type: none"> a- Referral to the safe home b- The temporary protection center c- Imprisoning the offender before going back home d- Getting a restraining order against the offender. e- Intervention of a family member to protect you f- Resorting to the tribal solution g- Other (specify):
BC15	Did you know the procedure of complaint against the offender?	<ul style="list-style-type: none"> a- Yes b- No
BC16	Did the officers who followed up your case at FPU inform you of the following:	<ul style="list-style-type: none"> a- Your legal rights and services (and provided a lawyer if necessary) b- The psycho-social and health services you may benefit from c- The role of the Prosecution and the Judiciary d- Other (specify): ...

BC17	Were you informed of the consequences of your problem and available alternatives?	a- Yes b- No
BC18	Was your decision towards resolving your problem honored?	a- Yes b- No
BC19	Were the following basic human needs met adequately and sufficiently? -you may select more than one answer.	a- Food b- Drinking water c- Clothes if needed d- Feminine requirements if necessary e- Toilets f- Medical care/treatment when needed g- Other (specify):
BC20	Did you receive the support of the social worker?	a-Yes b-No c- Not applicable
BC21	Was the statement read to you for signing?	a- Yes b- No
BC22	Was the written statement identical to your statement?	a- Yes b- No
BC23	In general, what is your evaluation of FPU services based on your experience? -You may select more than one answer	a- They work competently and professionally b- They treat women with humanely and ethically c- They respect women and promote their rights d- They attend to women needs and privacy e- Their treatment involves blame and incrimination f- Their treatment is cruel and harsh g- Their treatment is humiliating h- Other (specify): ...
BC24	After getting FPU services was your problem resolved and protection made available?	a- My problem was fully resolved b- My problem was complicated because I went to FPU c- I faced violence once and the offender was not deterred.

		d- Other (specify):
BC25	If you face domestic violence again will you resort to FPU?	a-Yes b-No c-Not sure
BC26	Do you advise your acquaintances/relatives to resort to FPU if they face violence?	a- Yes b- No c- Not sure
BC27	If the answer is No, or Not sure you would resort to FPU again, or advise your acquaintances to resort to FPU, your reasons are: -You may select more than one answer:	a- Resorting to FPU complicates the problem. b- FPU is incapable of providing protection. c- FPU treatment is harsh. d- The confidentiality and privacy of women is not maintained. e- The procedures are complicated. f- Resorting to FPU is still unacceptable in the society. g- Other (specify):

Section Three: Difficulties/recommendations (open-ended questions)

- 1- From your point of view through dealing with PCP and its departments, what were the difficulties the police face and which affect fulfilling the needs of women and men?
- 2- What are your recommendations to develop police/FPU work so that it better fulfils the needs of women and men?
- 3- From your point of view, to what extent are the privacy and needs of women respected at the police stations/FPUs?

- What is your evaluation of the service utilities at your administration in the directorates, taking into consideration the specificities of women and their needs? (instructions to the researcher, such as the presence of a policewoman, separate toilets, separate waiting areas....).
- How do you monitor and control the performance of police officers and how they treat the public to guarantee respect for human rights as they receive services?
- What is the women to men ratio among the persons who resort to the police during the last 12 months?
- What is the nature of the women cases?
- In your opinion, why do women refrain from going to the police?
- To what extent are you satisfied with your performance in meeting the needs of women and respecting their privacy?
- To what extent is treatment different when women come to ask for police services/help?
- What are the main challenges/gaps you face in your work, and which obstruct meeting the needs of women and men who seek your services, in terms of the:
 - Organizational structure
 - Adequacy of procedures and instructions
 - Professional performance
 - Availability of staff
 - Infrastructure
 - Legislative structure
 - Other
- What are your recommendations to develop the work of the police so that it meets the security needs of women and men?

-To what extent are you satisfied with your performance in respecting citizens' rights and addressing their complaints?

-What are the main challenges/gaps you face in your work, and which obstruct meeting the needs of women and men complainants in terms of the:

- Organizational structure
- Adequacy of procedures and instructions
- Professional performance
- Availability of staff
- Infrastructure
- Legislative structure
- Other

-What are your recommendations to develop the work of the police so that it meets the needs of women and men at the complaints system or in general?

Measuring and Analyzing the Public Perception of PCP Services and Processes in the West Bank

Semi-Regular Interview

The Family Protection Unit

Name:

Age:

Rank: **education:**

Years of experience:

Date the administration was established:

Date:

-Can you please introduce us to the nature of the work of FPU, (organizational structure, staff and their qualifications ...)?

-What are the means with which women arrive in FPU?

-Is there a community strategy to promote FPU and encourage women access?

-If there is, please mention.

- What are the procedures followed to receive women?

-What services and support do you provide for women?

-What procedures do you follow to ensure privacy and confidentiality in addressing women?

-To what extent do FPU services meet the needs of women complainants?

-What is the average number of cases you received during the past 12 months?

-What is the nature of the cases and what are the main cases?

-Why do women refrain from going to the FPU?

-To what extent are women listened to, and their opinions and choices regarding the solution taken into account?

-If a woman comes with her children, how is she treated/are there special procedures (what are they if they exist)?

-What are the main challenges/gaps at FPU and which may affect the ability to meet women needs?

-What are your recommendations to develop the performance in favor of women interests?

Measuring and Analyzing the Public Perception of PCP Services and Processes in the West Bank

Semi-Regular Interview

Gender Unit

Name:

Age:

Rank: **education:**

Years of experience:

Date the administration was established:

Date:

- What is the nature of the work of the Gender Unit, its role and powers?
- What is its organizational relation with other police administrations?
- in what ways does it audit gender in the police work and services?
- To what extent does it have the authority to look at women complaints against the practices of police officers upon receiving services?
- What is the Gender Unit's evaluation of the police services from a gender perspective (ensuring meeting women security needs, respect for their human rights and privacy)?
- From your point of view, what are the main problems in the police performance and procedures that reveal lack of gender sensitivity?
- Are there rehabilitation programs on gender and human rights in the police?
If yes, who are being trained and rehabilitated (which departments/ administrations)?
- From your point of view, what are the gaps in the police procedures that are not gender sensitive?
- From your point of view, why do women refrain from seeking police services?
- What are the specific recommendations for gender mainstreaming all the police procedures and services?

Measuring and Analyzing the Public Perception of PCP Services and Processes in the West Bank

Semi-Regular Interviews

Planning and Studies Administration

Name:

Age:

Rank: **education:**

Years of experience:

Date the administration was established:

Date:

-Can you please introduce us to the nature of work/responsibilities of the administration, organizational structure, and staff?

-How many women work at your administrations, and how do you evaluate their performance in comparison with men?

-What is the nature of your relation with the other administrations?

-Upon developing the strategic and operational plans, how does this process happen and who participates in it?

-To what extent do you take into account the public (men and women) opinion in developing police strategic plans/policies? Through governmental and non-governmental organizations

-What development and policy-related steps do you take to improve the ability to meet women needs in particular and men's needs in your strategic and operational plans?

-Does the police planning process take the security women needs into consideration? If yes, how? Give examples.

-In your administration, what are the policies/programs/initiatives that enhance women access to the police and their services?

-In your opinion, why do women refrain from seeking the services of the police?

-What is your level of satisfaction in general with the police services and procedures?

-Is there a regular evaluation of the procedures, systems and performance to identify gaps/deficiencies and introduce the necessary improvements? What are the utilized tools?

-What are your specific recommendations within the mandate of your administration to encourage women access to the police?

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Assem Odeh: Deputy Director of the Grievances and Human Rights Administration, 29/12/2015

Zneid Abu Zneid: Director of the Traffic Administration, 27/3/2015

Riyad Bani Odeh: Administrative Director, Traffic Administration, 28/3/2015

Imad Da'ass: Director of Investigations Department at the Jerusalem Suburbs Directorate, 21/3/2016

Wafa Mu'ammam: Director of the Family and Juvenile Protection Administration, 16/2/2016

Wafa Hussein: Director of the Gender Unit, 24/3/2016

Abdullah Eleiwi: Deputy Director of Anti-Narcotics, 29/12/2015

A'hed Hasayneh: Director of Public Relations and Media, Ramallah and Bireh Police Directorate