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# Stigma and discrimination towards key populations: measuring attitudes, practices and actions among law enforcement

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# Purpose and background

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This technical brief is intended to guide countries in implementing the Law Enforcement Attitudes towards Key Populations (LEAP) survey, a tool to inform programming with police in the context of HIV. This technical brief includes an overview of the importance of measuring stigma and discrimination towards four key populations<sup>1</sup> among law enforcement officers,<sup>2</sup> and a discussion of how to do so efficiently. Recommended approaches for data collection, with guiding principles, and guidelines for analysis are provided. The finalized LEAP survey was piloted in South Africa and can be adapted for use in other contexts.

The survey is presented in Annex 1, and a detailed description of its development is given in Annex 2.

## Who is this technical brief for?

This technical brief can be used by policymakers, heads of law enforcement, researchers and other people with an interest in understanding attitudes of police officers towards four key populations. It can be used for routine monitoring and to assess progress towards national programmatic efforts. To date, there have not been any standardized or validated tools to understand stigma and discrimination among law enforcement. The tool can be used to fill this gap and to determine baseline attitudes towards key populations among law enforcement; track and monitor attitudes towards key populations over time; compare attitudes towards key populations across contexts (within and across countries or regions); and identify gaps where intervention or training is needed.

The survey can be used with all law enforcement officers, but it is best suited to those that work with members of the public. The tool can be used with national, state or regional policing organizations, and with different policing organizations active within a given geographical location.

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<sup>1</sup> According to UNAIDS, key populations include gay men and other men who have sex with men, sex workers, people who inject drugs, transgender people, and people in prisons and other closed settings. These are the five main populations that are particularly vulnerable to HIV and frequently lack adequate access to services. For the LEAP survey, people in prisons and other closed settings are excluded, because the survey focuses on police engagement with people outside of prisons and other closed settings.

<sup>2</sup> This document uses the terms “police officers” and “law enforcement” interchangeably. The term “police officers” generally refers to the body of officers representing the civil authority of government. They may be responsible for maintaining public order and safety, enforcing the law, and preventing, detecting and investigating criminal activities. The term “law enforcement” is a broader category that may include state police, troopers, agents and police officers. The commonly used terms may differ, depending on context.

### **Conducting the LEAP survey: research purposes versus routine surveillance**

The validated LEAP survey can be used as part of routine monitoring or surveillance of services, as mandated and coordinated by the local policing authority or by a government organization; or as part of research, conducted by a research organization or academic institution. If used as part of a research activity, ethical clearance is required from an institutional review board or research ethics committee from the relevant academic institution, and permission will be needed from national, state or regional policing structures.

### **Reasons for measuring attitudes towards key populations among law enforcement**

HIV is a pervasive health concern around the globe. Some groups of people face disproportionate risks of acquiring HIV alongside social and legal impediments that make accessing effective and efficient HIV prevention, care, treatment and support services difficult.

Consensual same-sex activities are criminalized in many countries (1, 2). The consequences may include incarceration or even the death penalty. Studies have shown that the decriminalization of sex work could avert HIV infections among sex workers and their clients, but sex work continues to be illegal in many settings. Similarly, drug use and/or possession of drugs for personal use continue to be illegal in most places, and maltreatment towards people who use drugs is common, undermining drug avoidance self-efficacy and engagement in HIV care and treatment services (3–6). Even where legalized, people from key populations are often treated unfairly, targeted or discriminated against, including by police officers.

This includes encounters of violence, unwarranted arrests or harassment (4). To reduce and mitigate the stigma and discrimination experienced by people from marginalized groups by law enforcement agents in justice settings, there is a need to routinely measure the attitudes and practices of law enforcement officers towards key populations.

# Survey layout

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The LEAP questionnaire consists of five sections. Each section covers a key subtheme related to attitudes and practices towards key populations. The four key populations in this survey are gay men and other men who have sex with men, sex workers, transgender people, and people who inject drugs.

The sections included and the types of items contained in each section are listed below:

- Section A: key demographic information (e.g. age, gender, rank) captured alongside information on training received and awareness of key policies.
- Section B: items measuring attitudes about police engagement with people from each of the key populations (seven items per key population, plus five additional items for sex workers).
- Section C: items measuring stigmatizing attitudes about reported mistreatment of people from key populations (three items per key population).
- Section D: items measuring observed discrimination of people from key populations (three items per key population).
- Section E: items measuring policing practices (preferred versus required behaviour).

The items needed to construct the Global AIDS Monitoring indicators for assessing police attitudes towards the four key populations are included in Section B. While countries could choose to collect sections A and B only, the other sections of the LEAP survey refer to other critical areas that could provide a more complete picture of police attitudes and actions towards key populations. Sections C-E provide additional data and context necessary to develop robust policy and training responses to address any concerns highlighted by the LEAP survey.

**Table 1.**

Items included for measuring law enforcement attitudes towards key populations in the LEAP survey

Gay men and other men who have sex with men	Sex workers	People who inject drugs	Transgender people
<ul style="list-style-type: none"> <li>Gay men and other men who have sex with men have the same right to access public spaces as everyone else</li> <li>It is OK to physically assault gay men and other men who have sex with men</li> <li>Gay men and other men who have sex with men deserve to be treated with respect</li> <li>Gay men and other men who have sex with men are criminals</li> <li>I do not trust the word of gay men and other men who have sex with men reporting crimes</li> <li>It is appropriate to scold or verbally insult gay men and other men who have sex with men</li> <li>I should investigate the crimes reported by gay men and other men who have sex with men reporting crimes</li> </ul>	<ul style="list-style-type: none"> <li>Sex workers have the same right to access public spaces as everyone else</li> <li>It is OK to physically assault people who sell sex</li> <li>Sex workers deserve to be treated with respect</li> <li>Sex workers are less deserving of police assistance and protection than other people</li> <li>I should investigate the crimes reported by sex workers</li> <li>It is appropriate to scold or verbally insult sex workers</li> <li>Confiscating the condoms of sex workers is acceptable</li> <li>Sex workers are criminals</li> <li>Sex work is work</li> <li>Selling sex leads to more serious crime</li> <li>I would be ashamed if a member of my family was a sex worker</li> <li>Sex work should be legal</li> </ul>	<ul style="list-style-type: none"> <li>People who inject drugs have the same right to access public spaces as everyone else</li> <li>It is OK to physically assault people who inject drugs</li> <li>People who inject drugs deserve to be treated with respect</li> <li>People who inject drugs are less deserving of police assistance and protection than other people</li> <li>I should investigate the crimes reported by someone who injects drugs</li> <li>It is appropriate to scold or verbally insult people who inject drugs</li> <li>People who report or assist a person who is overdosing should be arrested or detained</li> </ul>	<ul style="list-style-type: none"> <li>Transgender people have the same right to access public spaces as everyone else</li> <li>It is OK to physically assault transgender people</li> <li>Transgender people deserve to be treated with respect</li> <li>Transgender people are less deserving of police assistance and protection than other people</li> <li>I do not trust the word of transgender people reporting crime</li> <li>It is appropriate to scold or verbally insult transgender people</li> <li>It is acceptable to force transgender people to dress as their original sex if they are arrested</li> </ul>

# Recommended approach for data collection

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## Guiding principles for the implementation of a survey with police officers/law enforcement

- **Not all law enforcement is the same.** In many countries, there are several active law enforcement organizations with distinctions in terms of authority (national versus provincial/state) and purpose (e.g. community policing, crime prevention, road safety). Organizations included in data collection should be selected accordingly (see Annex 3). Information on the organizations can be sourced through local community or policing forums, desk reviews (or websites in some cases), or requested in advance from policing organizations.
- **Police stations are busy,** and schedules change. In many organizations, officers work in rotating shifts. Operational officers are likely to be based “in the field” and spend limited time at the station. Survey implementers need to plan, communicate with administrative staff, and be flexible in their approach to administer surveys. As operational officers respond to emerging situations and the needs of the public, survey implementers need to anticipate the possibility of having to return to the station or precinct several times to complete data collection.
- **Police officers should be willing participants.** It is essential to obtain informed consent from each participant. Consent forms should include information about the survey, the purpose, the intended use of the data, the estimated time needed to complete the questionnaire, and an explanation of the confidentiality procedures. Participants should be informed of the option to opt out at any stage.

## How to adapt questionnaires for local contexts

Before rollout, the LEAP survey should be adapted and pretested for local use—for instance, ranks may differ between law enforcement agencies, as such, response categories for some questions in Section A will likely need to be updated. Although most law enforcement agencies use variations of military ranks (e.g. sergeant, captain, lieutenant), there are likely to be differences in terminology. Other phrasing of items in the survey may also need to be updated to ensure comprehension in other contexts. For example, in South Africa, where the survey was initially piloted with the South African Police Service, police officers were unfamiliar with the phrase “disorderly conduct”, so it was replaced with the commonly used “gender-based violence”. Some sections of the survey may need to be translated into the local language (see below). The survey can be adapted through consultation with key stakeholders, such as policing forums or key law enforcement representatives, or through cognitive interviews.

If countries would like to add other key or vulnerable populations relevant to their contexts to the LEAP survey, such as people in prisons and other closed settings, migrants or adolescent girls and young women, a similar process to develop appropriate survey items as described in this technical brief should be undertaken. For example, forming a technical working group (TWG), including community organizations, reviewing existing literature to draft survey items and refine with the TWG, conducting cognitive interviews with police to refine question wording, piloting the survey, analyzing the data and engaging the TWG to arrive at the final survey. It is not recommended to substitute in a different key or vulnerable population in place of a key population included in the current survey, as the items have not been validated for other populations.

### **Key definitions to be translated into local languages in the LEAP survey**

**Stigma** Negative perceptions that people hold of a person or group because of the characteristics that set them apart from the rest of society.

**Key populations** Groups of people most at risk of acquiring HIV or people who are likely to be overlooked when care is provided for HIV because of social or legal impediments. The questionnaire was developed considering gay men and other men who have sex with men, sex workers, people who inject drugs and transgender people.

**Gender sensitivity and training** Includes finding ways to reduce discrimination and bias based on a person's gender. A gender-sensitive environment leads to mutual respect, regardless of gender.

**Transgender** Describes a person who identifies as a gender different from their sex assigned at birth.

**Intimate partner violence** Abuse or violence that occurs between people in romantic or sexual relationships.

### **Key stakeholder engagement**

It is recommended to establish a collaborative group for implementation of the survey, including key stakeholders at the national and local levels. Such stakeholders include government entities, community representatives, policing forums, operational institutions, and academic and research institutes. Active stakeholder engagement will support the adaptation of the LEAP survey to the local context and promotes buy-in for using results to inform programming and policy. If there are existing projects or programmes with police or local law enforcement, there may be opportunities for integration to integrate the LEAP survey within those efforts.

### **Cognitive interviews**

Cognitive interviewing is a technique used to evaluate whether the intended meaning of a survey question is conveyed to respondents and if the question is working as intended. Please see Annex 2 for the key points addressed in cognitive interviews in piloting of this questionnaire. Cognitive interviews with a small group of police officers

selected for diversity (e.g. rank, age, demographic group, location, language) are a way to check that items are relevant to the local context, translations are appropriate, and no items are offensive. It is recommended that cognitive interviews are conducted before implementing the LEAP survey for the first time.

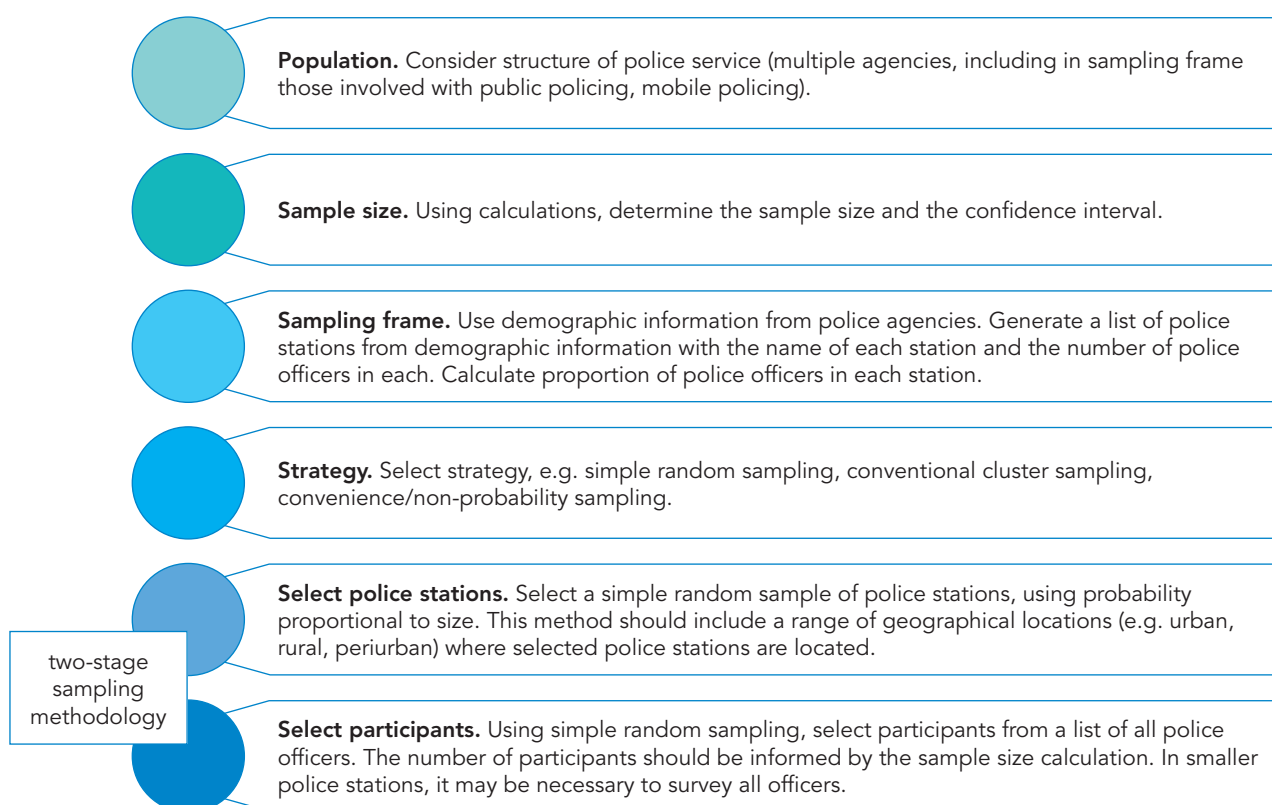
### Pre-testing the LEAP survey

Following, or instead of, cognitive interviews, countries may wish to pre-test the survey with a small sample of police first (e.g., 15-20), before implementing the survey more broadly. Following the pre-test of the survey, changes to the phrasing of or translation of survey items could be made to ensure comprehension. Data from the pre-test respondents would not be included in the analysis of the data collected during the main implementation of the LEAP survey.

### How to select respondents to the LEAP survey (sampling)

Countries may wish to partner with a local university or research organization to assist with developing the sampling frame, selecting the sample, implementing the survey and interpreting the data. In some places, law enforcement agencies may have their own research units that can be partnered with. It is recommended that the sampling methodology is documented so it can be repeated and comparisons of data made over time. Random sampling is recommended, in order to produce national estimates that are more likely to be representative of the regional/provincial and national situation. The suggested sampling procedure is summarized below and explained in detail in Annex 4.

**Figure 1.**  
Sampling steps



## Data collection process and administering the questionnaire

- Choose the data collection method and make needed preparations. For example, if the survey will be self-administered using electronic devices (e.g. tablets, smart phones, computers), the electronic surveys need to be prepared on the selected data platforms before implementation. If paper-based surveys will be used, copies of surveys need to be printed and a database needs to be developed for inputting the survey data from the paper surveys.
- Contact police stations and set up appointments: arrange with administrative staff for a suitable space and time to administer the LEAP survey.
- Obtain informed consent with participants: provide participants with study information on electronic devices or on paper.
- Administer surveys: the survey takes 15–40 minutes if all sections are completed, or 10–20 minutes if the supplementary sections are excluded. Some questions may be perceived as sensitive—data collectors should arrange with administrative staff for a private space to be provided for officers to complete the survey. Survey implementers should be flexible in their approach and always consider the needs and priorities of the station, rescheduling data collection when needed.

### Electronic versus paper-based questionnaires

- Electronic: officers can self-administer the survey tool using computing devices available at the police station (e.g. smart phone, tablet, computer), or use their personal devices if reimbursement for data use is offered. Using an electronic data collection system supports efficiency and expedites data management, analysis and reporting. It is recommended to use a secure web application for building and managing online surveys and databases. The number of officers offered the survey and the number who completed it should be recorded, so that a response rate can be calculated (i.e., the response rate is equal to the number of police officers who completed the survey divided by the number of police officers offered the survey).
- Paper-based: if computing devices are not available, paper-based surveys can be administered. A code would need to be developed for each questionnaire and written on each page of every survey questionnaire. The code allows researchers to find the original paper questionnaire in the case of a data entry error or confusion during data cleaning and analysis. Data are entered in a spreadsheet for analysis in statistical software.

## Ethical considerations

Ethical clearance may be required from an institutional review board or research ethics committee from the relevant national bodies and/or academic institution for implementing the survey. Additionally, permission will be needed from national, state or regional policing structures.

Survey implementation should adhere to ethical standards, including that participants voluntarily give informed consent, and that privacy and confidentiality of participants are protected throughout data collection, analysis and reporting of results. The informed consent form should specify that the survey is confidential, that respondents have the right to refuse to answer any of the questions, and that they can stop the survey at any time without any consequences.

# Recommended approach for data use

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Guidance on data cleaning and analysis are beyond the scope of these guidelines. It is recommended that analyses are performed by a statistician or other person knowledgeable about data analysis methods.

The LEAP survey was designed to capture the data needed to calculate indicators assessing negative attitudes among police towards four key populations: gay men and other men who have sex with men, sex workers, people who inject drugs and transgender people. Items in Section B will be required to calculate these indicators. A detailed description of how to calculate these indicators is included in the UNAIDS Global AIDS Monitoring guidelines.

The findings from the survey can also be used to establish a baseline to understand the status quo of police attitudes towards key populations; to track police attitudes towards key populations over time as part of routine surveillance (every 3–5 years); and for research purposes to understand the factors associated with police attitudes to inform intervention development. Where possible, it is recommended to triangulate data collected through this survey with data available from communities.

# Presenting results

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Results should be anonymized (without any personal identifiers) and should be made immediately available and accessible to the police stations that participated in the survey to support awareness and decision-making about training or resources needed. In cases where the number of police officers participating in the survey from a single precinct are few, caution should be taken in presenting results, such that those who participated do not experience any negative consequences. For example, results from all participating police stations could be shared, instead of presenting the specific results for the smaller precincts. Such determinations should be made by the senior leadership at the police stations, in concert with the Ministry of Health and/or the organization that is implementing the LEAP survey.

# Annex 1.

## LEAP questionnaire

### Section A: demographics, job satisfaction, training and workplace policies

First, I would like to ask about your background.

Variable ID	Question	Response options	Skips	Comments
DEMLOC	Where is your police station located?	Urban ..... 1 Periurban ..... 2 Rural ..... 3		Auto-complete or interviewer-selected
DEMAGE	How old are you ( <i>write age</i> )?	_____		Open-ended numerical
DEMGEN	What is your gender? ( <i>single response</i> )	Man/male ..... 1 Woman/female ..... 2 A different gender ..... 3		
DEMYRS	How many years have you served as a police officer? ( <i>single response</i> )	<1 ..... 1 1–5 ..... 2 6–10 ..... 3 ≥11 ..... 4		
DEMRAN	What is your rank? ( <i>single response</i> )	General ..... 1 Major general ..... 2 Lieutenant general ..... 3 Brigadier ..... 4 Colonel ..... 5 Lieutenant colonel ..... 6 Captain ..... 7 Warrant officer ..... 8 Sergeant ..... 9 Constable ..... 10		Country-specific
DEMSPE	Do you work as part of a specialized unit (e.g. organized crime, visible policing)? ( <i>single response</i> )	Yes ..... 1 No ..... 2	If Yes, go to DEMUNI If No, go to DEMEDU	
DEMUNI	If yes, which unit? ( <i>write name of unit</i> )	_____		Open-ended
DEMEDU	What is the highest level of education you have completed? ( <i>single response</i> )	Postgraduate ..... 1 College/university (excluding police college .. 2 Secondary school ..... 3 Primary school ..... 4		Country-specific
DEMSAT	How satisfied are you with your job? ( <i>single response</i> )	Very satisfied ..... 1 Satisfied ..... 2 Unsatisfied ..... 3 Very unsatisfied ..... 4		

Variable ID	Question	Response options	Skips	Comments
<p><i>I would now like to ask you some questions on training that you may or may not have received. By training, I mean at least an hour delivered by an expert and prepared by an expert. To answer "Yes", the topic must have been the direct focus of the training, and not just something that you could assume from more general ideas. Training may have been delivered individually or in groups, either in person or online.</i></p>				
TRHREV	<p>Have you ever received training on harm reduction?</p> <p><i>Note: harm reduction includes tasks aimed at reducing negative consequences of drug use, such as improving safer use (e.g. through treatment or providing clean needles) and addressing conditions of use along with use itself</i></p>	<p>Yes ..... 1</p> <p>No ..... 2</p> <p>Don't know/Not sure ..... 99</p>	<p><i>If Yes, go to TRHR12</i></p> <p><i>If No, go to TRGSEV</i></p>	
TRHR12	Was this training in the past 12 months?	<p>Yes ..... 1</p> <p>No ..... 2</p> <p>Don't know/Not sure ..... 99</p>		
TRGSEV	<p>Have you ever received training on gender sensitivity and dignity?</p> <p><i>Note: gender sensitivity is about finding ways to reduce discrimination and bias based on a person's gender. A gender-sensitive environment leads to mutual respect, regardless of a person's gender. (Insert local translated definition here)</i></p>	<p>Yes ..... 1</p> <p>No ..... 2</p>	<p><i>If Yes, go to TRGS12</i></p> <p><i>If No, go to TRTSEV</i></p>	
TRGS12	Was this training in the past 12 months?	<p>Yes ..... 1</p> <p>No ..... 2</p>		
TRTSEV	<p>Have you ever received training on transgender sensitivity and dignity?</p> <p><i>Transgender describes a person who identifies as a gender different from their sex at birth. (Insert local translated definition here)</i></p>	<p>Yes ..... 1</p> <p>No ..... 2</p>	<p><i>If Yes, go to TRTS12</i></p> <p><i>If No, go to TRSGEV</i></p>	
TRTS12	Was this training in the past 12 months?	<p>Yes ..... 1</p> <p>No ..... 2</p>		
TRSGEV	Have you ever received training on sexual and gender diversity?	<p>Yes ..... 1</p> <p>No ..... 2</p>	<p><i>If Yes, go to TRSG12</i></p> <p><i>If No, go to TRIPVEV</i></p>	
TRSG12	Was this training in the past 12 months?	<p>Yes ..... 1</p> <p>No ..... 2</p>		
TRIPVEV	<p>Have you ever received training on techniques to strengthen your response to crimes involving intimate partner violence (domestic abuse)?</p> <p><i>Note: intimate partner violence refers to abuse or violence that occurs between people in romantic or sexual relationships.</i></p>	<p>Yes ..... 1</p> <p>No ..... 2</p>	<p><i>If Yes, go to TRIPV12</i></p> <p><i>If No, go to TRHREV</i></p>	
TRIPV12	Was this training in the past 12 months?	<p>Yes ..... 1</p> <p>No ..... 2</p>		

Variable ID	Question	Response options	Skips	Comments
TRHVEV	Have you ever received training on HIV transmission (both how HIV is transmitted and how HIV is not transmitted)?	Yes ..... 1 No ..... 2	If Yes, go to TRHV12  If No, go to TRPREV	
TRHV12	Was this training in the past 12 months?	Yes ..... 1 No ..... 2		
TRPREV	Have you ever received training on the human rights of people key populations (e.g. men who have sex with men, sex workers, people who inject drugs, transgender people)?	Yes ..... 1 No ..... 2	If Yes, go to TRPR12  If No, go to TRPIEV	
TRPR12	Was this training in the past 12 months?	Yes ..... 1 No ..... 2		
TRPIEV	Have you ever received training on practices and guidelines in police interactions with key populations during arrests, custody and pretrial detention	Yes ..... 1 No ..... 2	If Yes, go to TRPI12  If No, go to TRHVEV	
TRPI12	Was this training in the past 12 months?	Yes ..... 1 No ..... 2		

*I would now like to ask you some questions on training that you may or may not have received about the effects of stigma and discrimination.*

*By “stigma”, I mean negative perceptions that people hold of an individual or group because of the characteristics that set them apart from the rest of society.*

*By “discrimination”, I mean the unjust or unfair treatment of different categories of people because they belong to or are perceived to belong to certain groups.*

*By “training”, I mean at least an hour delivered by an expert and prepared by an expert. To answer “Yes”, the topic must have been the direct focus for the training, and not just something that you could assume from more general ideas. Training may have been delivered individually or in groups, either in person or online.*

TRHVEV	Have you ever received training about the harmful effects of stigma and discrimination experienced by people living with HIV?	Yes ..... 1 No ..... 2	If Yes, go to TRHV12  If No, go to TRMSEV	
TRHV12	Was this training in the past 12 months?	Yes ..... 1 No ..... 2	If Yes, go to TRHVSG  If No, go to TRMSMEV	
TRHVSG	Do you think the training you received on people living with HIV was sufficient/good?	Yes ..... 1 No ..... 2		
TRMSMEV	Have you ever received training about the harmful effects of stigma and discrimination experienced by gay men and other men who have sex with men?	Yes ..... 1 No ..... 2	If Yes, go to TRMSM12  If No, go to TRSXEV	
TRMSM12	Was this training in the past 12 months?	Yes ..... 1 No ..... 2	If Yes, go to TRMSMSG  If No, go to TRSXEV	
TRMSMSG	Do you think the training you received on men who have sex with men for the following was sufficient/good?	Yes ..... 1 No ..... 2		
TRSXEV	Have you ever received training about the harmful effects of stigma and discrimination experienced by sex workers?	Yes ..... 1 No ..... 2	If Yes, go to TRSX12  If No, go to TRTGEV	



Variable ID	Question	Response options	Skips	Comments
PPWVG	My police station has written guidelines to protect people who inject drugs from discrimination during policing	Yes ..... 1 No ..... 2 Do not know ..... 99		
PPTG	My police station has written guidelines to protect transgender people during policing  <i>Transgender describes a person who identifies as a gender different from their sex assigned at birth.</i>  <i>(Insert local translated definition)</i>	Yes ..... 1 No ..... 2 Do not know ..... 99		
PPMIS	There is an established process for key populations to report mistreatment by police officers	Yes ..... 1 No ..... 2 Do not know ..... 99		
POLDIS	There is an established process for police officers to report co-worker misconduct, including observed discrimination of a person from a key population	Yes ..... 1 No ..... 2 Do not know ..... 99	If Yes, go to POLDISEV  If No, go to POLPHP (A22)	
POLDISEV	If there is an established process, have you ever used this process to report observed discrimination by a co-worker of a person from a key population?  <i>Remember: this is a confidential survey, and I will not share your information with others</i>	Yes ..... 1 No ..... 2 Prefer not to answer ..... 98		
POLPHP	Have you ever worked together with a public health professional (e.g. nurse, social worker, counsellor, community health worker) when responding to a call?	Yes ..... 1 No ..... 2		Language may need to be adapted in country

## Section B: personal attitudes and actions towards key populations

Now I would like to ask about your own opinions about people from key populations.

	How strongly do you agree with the following statements? (single response)	Strongly agree	Agree	Disagree	Strongly disagree
SWPUB	Sex workers have the same right to access public spaces as everyone else				
SWRES	Sex workers deserve to be treated with respect				
SWPA	It is OK to physically assault people who sell sex				
SWLPP	Sex workers are less deserving of police assistance and protection than other people				
SWINV	I should investigate the crimes reported by a sex worker				
SWVI	It is appropriate to scold or verbally insult sex workers				
SWCON	Confiscating the condoms of a sex worker is acceptable				
SWWRK	Sex work is work				
SWCRI	People who sell sex are criminals				
SWLEG	Sex work should be legal				
SWMSC	Selling sex leads to more serious crime				
SWASH	I would be ashamed if a member of my family was a sex worker				

	How strongly do you agree with the following statements? (single response)	Strongly agree	Agree	Disagree	Strongly disagree
MSMPUB	Gay men and other men who have sex with men have the same right to access public spaces as everyone else				
MSMRES	Gay men and other men who have sex with men deserve to be treated with respect				
MSMPA	It is OK to physically assault gay men and other men who have sex with men				
MSMCRI	Gay men and other men who have sex with men are criminals				
MSMUNT	I do not trust the word of a gay man or other man who has sex with men reporting a crime				
MSMINV	I should investigate the crimes reported by a gay man or another man who has sex with men				
MSMVI	It is appropriate to scold or verbally insult gay men and other men who have sex with men				
PWDPUB	People who inject drugs have the same right to access public spaces as everyone else				
PWDRES	People who inject drugs deserve to be treated with respect				
PWDPA	It is OK to physically assault people who inject drugs				
PWDDPP	People who inject drugs are less deserving of police assistance and protection than other people				
PWDINV	I should investigate the crimes reported by someone who injects drugs				
PWDVI	It is appropriate to scold or verbally insult people who inject drugs				
PWDASS	People who report or assist a person who is overdosing should be arrested or detained				
TGPUB	Transgender people have the same right to access public spaces as everyone else				
TGRES	Transgender people deserve to be treated with respect				
TGPA	It is OK to physically assault transgender people				
TGDPP	Transgender people are less deserving of police assistance and protection than other people				
TGUNT	I do not trust the word of a transgender person reporting a crime				
TGVI	It is appropriate to scold or verbally insult transgender people				
TGFOR	It is acceptable to force transgender people to dress as their original sex if they are arrested				

## Supplementary questions

### Section C: personal attitudes about reporting mistreatment and the role of policing in public health

Now I would like to ask you about your opinions related to institutional policies in your workplace. Remember: your answers are confidential, and I will not share your information with others.

	How strongly do you agree with the following statements?	Strongly agree	Agree	Disagree	Strongly disagree
PARMS	I would feel comfortable reporting a co-worker who mistreated a gay man or other man who has sex with men to my supervisor				
PARSM	Police senior management take reports of mistreatment of gay men or other men who have sex with men by police officers seriously				
PAMOP	I will get in trouble if I mistreat gay men or other men who has sex with men while on patrol				
PAMSX	I would feel comfortable reporting a co-worker who mistreated a sex worker to my supervisor				
PAMSW	Police senior management take reports of mistreatment of sex workers by police officers seriously				
PASWP	I will get in trouble if I mistreat a sex worker while on patrol				
PARDU	I would feel comfortable reporting a co-worker who mistreated a person who injects drugs to my supervisor				
PARDUS	Police senior management take reports of mistreatment of people who inject drugs by police officers seriously				
PAMDUP	I will get in trouble if I mistreat a person who injects drugs while on patrol				
PAMTG	I would feel comfortable reporting a co-worker who mistreated a transgender person to my supervisor				
PATGS	Police senior management take reports of mistreatment of transgender people by police officers seriously				
PATTG	I will get in trouble if I mistreat a transgender person while on patrol				

### Section D: co-worker attitudes and actions towards key populations

Now I would like to ask you about your observations of interactions between police and people from key populations.

Variable ID	Question	Response options
OBSMSM	In the past 6 months, how often have you observed police officers talking badly to other police officers about a gay man or other man who has sex with men, or a man who is thought to have sex with men?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSSW	In the past 6 months, how often have you observed police officers talking badly to other police officers about a sex worker, or a person who is thought to be a sex worker?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSTG	In the past 6 months, how often have you observed police officers talking badly to other police officers about a transgender person, or a person who is thought to be transgender?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4

Variable ID	Question	Response options
OBSPWD	In the past 6 months, how often have you observed police officers talking badly to other police officers about a person who injects drugs, or a person who is thought to inject drugs?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSVMSM	In the past 6 months, how often have you observed police officers verbally abusing (talking badly to or aggressively with) a gay man or other man who has sex with men, or a man who is thought to have sex with men?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSVSW	In the past 6 months, how often have you observed police officers verbally abusing (talking badly to or aggressively with) a sex worker, or a person who is thought to be a sex worker?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSVTG	In the past 6 months, how often have you observed police officers verbally abusing (talking badly to or aggressively with) a transgender person, or a person who is thought to be transgender?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSVPWD	In the past 6 months, how often have you observed police officers verbally abusing (talking badly to or aggressively with) a person who injects drugs, or a person who is thought to inject drugs?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSPMSM	In the past 6 months, how often have you observed police officers physically harming (e.g. using unnecessary or undue force) a gay man or other man who has sex with men, or a man who is thought to have sex with men?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSPSW	In the past 6 months, how often have you observed police officers physically harming (e.g. using unnecessary or undue force) a sex worker, or a person who is thought to be a sex worker?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSPTG	In the past 6 months, how often have you observed police officers physically harming (e.g. using unnecessary or undue force) a transgender person, or a person who is thought to be transgender?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4
OBSPPWD	In the past 6 months, how often have you observed police officers physically harming (e.g. using unnecessary or undue force) a person who injects drugs, or a person who is thought to inject drugs?	Never ..... 1 Once or twice ..... 2 Several times ..... 3 Most of the time ..... 4

### Section E: policing practices for key populations

Now I would like to ask you about how you were trained or how you are supposed to respond to certain situations, and how you would prefer to respond.

Variable ID	Question	Response options
PPWUI	What are you trained or supposed to do if you find a person using or under the influence of drugs while on patrol? <i>(select all that apply)</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Refer them to voluntary social services ..... 3 Refer them for voluntary harm reduction services ..... 4 Check in to make sure they are safe ..... 5 Do not know ..... 99 Other (specify) ..... 98
PPPRUI	What would you prefer to do if you find a person using or under the influence of drugs while on patrol? <i>(select all that apply)</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Refer them to voluntary social services ..... 3 Refer them for voluntary harm reduction services ..... 4 Check in to make sure they are safe ..... 5 Other (specify) ..... 98
PPCUD	What are you trained or supposed to do if a person who injects drugs is in custody and experiencing withdrawal symptoms? <i>(select all that apply)</i>	Nothing ..... 1 Ensure treatment from health services (e.g. call an ambulance, take them to hospital) ..... 2 Ensure their health is stabilized before interrogation ..... 3 Other (specify) ..... 98 Do not know ..... 99
PPCDW	What would you prefer to do if a person who injects drugs is in custody and experiencing withdrawal symptoms? <i>(select all that apply)</i>	Nothing ..... 1 Ensure treatment from health services (e.g. call an ambulance, take them to hospital) ..... 2 Ensure their health is stabilized before interrogation ..... 3 Other (specify) ..... 98
PPSSP	What are you trained or supposed to do if you find a person selling sex while on patrol? <i>(select all that apply)</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Refer them to voluntary public health services to access condoms ..... 3 Check in to make sure they are safe ..... 4 Do not know ..... 99 Other (specify) ..... 98
PPSSW	What would you prefer to do if you find a person selling sex while on patrol? <i>(select all that apply)</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Refer them to voluntary public health services to access condoms ..... 3 Check in to make sure they are safe ..... 4 Other (specify) ..... 98

Variable ID	Question	Response options
PPTGP	What are you trained or supposed to do if you find a person dressed in the clothing of a person of the other gender while on patrol <i>(select all that apply)?</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Search them to see if they are carrying anything illegal (e.g. drugs) ..... 3 Check in to make sure they are safe ..... 4 Other (specify)..... 98 Do not know ..... 99
PPTGW	What would you prefer to do if you find a person dressed in the clothing of someone of a person of the other gender while on patrol <i>(select all that apply)?</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Search them to see if they are carrying anything illegal (e.g. drugs) ..... 3 Check in to make sure they are safe ..... 4 Other (specify)..... 98
PPMSMP	What are you trained or supposed to do if you suspect someone is a gay man or a man who has sex with other men while on patrol <i>(select all that apply)?</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to others ..... 2 Search them to see if they are carrying anything illegal (e.g. drugs) ..... 3 Check in to make sure they are safe ..... 4 Other (specify)..... 98 Do not know ..... 99
PPMSMW	What would you prefer to do if you suspect someone is a gay man or a man who has sex with other men while on patrol <i>(select all that apply)?</i>	Arrest them ..... 1 Leave them be if they are not causing any harm or disturbance to other people ..... 2 Search them to see if they are carrying anything illegal (e.g. drugs) ..... 3 Check in to make sure they are safe ..... 4 Other (specify)..... 98

## Annex 2.

# Development of the questionnaire

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This survey was developed through an iterative process by a team of international researchers with extensive experience in the field of stigma and key populations. The initial questions were developed by the core team based on a literature review. Thereafter, key experts in the field provided additional suggestions (e.g. adding positively phrased questions assessing police behaviour and attitudes). These questions were compiled and presented to a group of global key experts with experience working with law enforcement and key populations in Africa, Asia, Europe and the United States of America, including representatives from global networks of the four key populations included in the LEAP survey. Based on their feedback, the questionnaire was refined, and the phrasing adapted by the local team to be appropriate for use in the South African context.

Definitions of key terms, including terms related to gender, sexuality and harm reduction practices, were adapted and included in the survey. Although English is the official working language of the South African Police Service, key terms related to gender and sexuality were translated into two of the local languages to ensure participants were able to provide informed responses.

Before piloting the survey, in-person cognitive interviews were conducted at two police stations with small groups of diverse operational police officers to assess the face validity of the items to be included in the survey. Police officers were presented with a subset of questions from the questionnaire and asked to reflect on five key points:

- The difficulty of the words used in the survey.
- Whether the answers to the questions would be difficult to recall.
- Whether the participant needed to think hard in order to answer the questions.
- Whether the items were too personal or sensitive.
- Whether the response options for the questions were appropriate (8).

Based on feedback from operational officers, the survey was refined again, selected phrasing clarified, and key definitions adapted. For the pilot survey, 120 questions were included in five sections. The questionnaire was then programmed on electronic devices for implementation at an additional 28 rural, urban and semiurban police stations across the Western Cape province of South Africa.

After the implementation of the survey, findings were presented to the technical working group to determine the final tool, based on exploratory factor analysis and considering reliability and validity of items across sections of the questionnaire. The final LEAP survey is presented in Annex 1.

## Annex 3.

# Checklist for considering inclusion of law enforcement organizations

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Do officers at this organization work at the community level (i.e. with the public)?	Yes / No If no, exclude
Do officers at this organization perform operational duties?	Yes / No If no, exclude
Are officers at this organization tasked with upholding the law?	Yes / No If no, exclude
Do officers at this organization perform crime prevention duties?	Yes / No If no, exclude
Is this an officially recognized organization (e.g. by the state or the country)?	Yes / No If no, exclude
Is this a specialized policing organization (e.g. detective unit, traffic unit)?	Yes / No If yes, consider whether the officers at the organization would be able to respond to the survey

# Annex 4. Sampling

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## Sample population

This questionnaire is designed to be administered among currently serving police officers at all levels, ranks and roles.

Consider the structure of the police force in the country. If there are multiple entities or agencies that constitute the police force in the country, include in the sampling frame those that are principally involved in law enforcement and are most likely to have direct contact with the public (e.g. engage with the public regularly in the communities in which the officers are assigned). Eligible participants are current employees (operational and non-operational, keeping in mind rotation schedules of police, if relevant). Annex 3 provides a recommended checklist for considering the inclusion of different law enforcement organizations.

When referring to police stations, this may also include mobile units and posts. In determining the sampling frame, it is important to consider whether these mobile units are included in the list of staff for a station and would be available for completing the survey at the station, or whether they need to be added separately.

## Calculating the sample size

Calculate the sample size needed to inform national-level estimates of police attitudes. To calculate the sample size of police officers who participate in the survey, the following data are required:

- Total number of police officers in the country/province/area being surveyed.
- An estimate of the prevalence of what the survey intends to measure—in this case, stigmatizing attitudes towards key populations among police officers. As many countries may not have such estimates specific to police, it is recommended to use a proxy such as the prevalence of stigmatizing attitudes towards key populations among healthcare workers, or among the general population. If these estimates are not available either, discriminatory attitudes towards people living with HIV among the general population could also be used as a proxy.
- The amount of change in the level of attitudes expected (e.g. 10%).
- The design effect needed to allow statistically significant comparisons of periodic surveys.
- An estimated proportion of questionnaires that will be completed correctly.
- Using the data above, calculate the following formula (9):

$n = [Z^2 / (P(1-P))] / D^2$ , where:

$Z = 1.96$  (for 95% level of confidence);

$P$  = expected population prevalence (based on previously available data);

$D = 0.5 \times \text{confidence interval (or degree of change to measure)}$ .

To obtain the final sample size, adjust  $n$  by the following:

- Finite population correction factor: sample size calculated above is for a large or infinite population. For limited populations, adjust the sample size using  $n = 1 + (n/\text{population})$ .
- Design effect: increase the sample size by a design effect factor. Calculate  $n * \text{design effect}$  to obtain the adjusted sample size.
- Correct survey completion rate: assume, for example, that 10% of questionnaires will have errors or will be incomplete and therefore need to be excluded from analysis. Add  $n * 0.10$  to the sample size.

## Determine the sampling frame

Use demographic information provided by each law enforcement agency as the sampling frame. Generate a list of police stations that includes the name of each station and the number of police officers in each. Include the total number of police officers from all stations in the province at the bottom of the list. Calculate the proportion of police officers in each station.

## Selecting a sampling strategy

Random sampling is recommended over non-random sampling to ensure the representativeness of the survey. Because of variability within countries or smaller regions, it is often useful to include probability-based sampling per region. With probability-based sampling, all units (provinces, regions, facilities, individuals) have an equal chance of being selected and therefore the sample can be considered representative. Sampling methods should be the same across provinces/regions for comparability.

Non-probability-based sampling is an alternative that should be selected only when random sampling strategies are not possible (e.g. financial or timing constraints preclude random sampling). Doing so would mean that the survey data would only reflect the opinions of the police sampled. They would not reflect the views of all police officers in a given country, so the findings could not be generalized and would have to be interpreted with caution. In addition, data collected using a non-probability-based sample would not be comparable with other rounds of data collection over time.

Sampling strategy changes and changes in eligibility criteria between rounds of administering the survey should be avoided to ensure survey rounds are comparable over time. If the sampling strategy changes, it is impossible to be sure that any changes observed are “real”. Instead, any observed changes could just be because different types of people completed each of the rounds of the survey.

As an example, a country implements the LEAP survey as a baseline assessment. The baseline results indicate that some attitudes are suboptimal, and so it is decided to implement an intervention to sensitize police and improve attitudes. To understand whether that intervention worked, the LEAP survey is implemented again following completion of the intervention. If the same, random sampling technique is used in both rounds of the survey (baseline and endline), then it will be possible to compare the data to understand how the intervention influenced police attitudes. If a different approach to sampling (e.g. non-random sampling at baseline and random sampling at endline) is used, then it will not be possible to compare the data to understand the effect of the intervention, as other factors, such as who was sampled in each round, may influence the survey findings.

Thus, how participants are sampled for each survey (at the start and after the intervention) has to be the same. Again, collaborations with universities or research organisations are strongly recommended.

Recommended probability sampling methods:

**Simple random sampling:** A randomly selected subset of a population. In this sampling method, each member of the population (e.g. police officer) has an exactly equal chance of being selected. This method is the most straightforward, as it only involves a single random selection. Because it uses randomization, any research performed on this sample should have high internal and external validity and would have a low risk of bias.

**One-stage cluster sampling:** In this method, a population is divided into smaller groups known as clusters. Typically, pre-existing units are used as clusters, in this case police stations. Random selection among the clusters is used to form a sample. The survey is then conducted among all members (e.g. police officers) in the clusters selected. Cluster sampling is often used to study large populations that are dispersed over a wide geographic area.

**Two-stage cluster sampling:** In the case where individual clusters randomly selected are large (e.g. a large police station in a city) and it might not be feasible to sample all police officers within the cluster, participants can be randomly selected from a list of all police officers in that cluster (e.g. police station). There are two stages of randomization in this approach: (1) the clusters (e.g. police stations) are randomly selected; (2) police officers are randomly selected within the selected clusters until the sample size is reached.

To determine the sampling strategy:

- If the target population is large enough to reach the required sample size to inform national-level estimates of police attitudes (see the section on how to calculate the sample size), and a complete list of all potential participants exists, simple random sampling could be used. Random sampling techniques would be used to select participants from the full list of police officers that meet the eligibility criteria for the LEAP survey.
- If the target population is large enough to reach the required sample size, but a complete list of all potential participants does not exist and members of the population can be sampled at a physical location, cluster sampling (one- or two-stage) could be used.
- If the target population is too small or funds for survey implementation are very limited, such that it is not possible to access the full target population, use convenience or other non-probability sampling method. This includes prioritizing participants from key cities, provinces or areas.

*To avoid the situation where a non-probability sampling strategy is used, countries can consider limiting data collection to specific regions or geographical areas based on HIV epidemiology (e.g. focus on areas with highest HIV prevalence or areas with the highest concentration of key populations), such that the budget available would be able to support random sampling in these selected geographical locations.*

## Data aggregation

Data aggregated at the local/community, district, provincial/regional and national levels can inform action plans for addressing and discrimination, including where resources and training may be needed. Nationally aggregated data can be used to report on key indicators globally:

- Assess each dataset, looking at highest and lowest estimates for each indicator for each sampled area to determine whether any patterns or outliers emerged. Any patterns or outliers should be examined further to identify any potential issues in sampling and data collection and whether any data need to be excluded from analyses.
- Depending on the sampling strategy used, weight the data accordingly. Weighting adjusts the survey data so that estimates are representative of the population. For simple random samples, no weighting is required, as every participant has the same chance of being selected. For cluster sampling, demographic weighting or probability weighting could be used if there are concerns that the probability of selection for each respondent in the survey is not equal (based on demographics—e.g. more male than female police officers; or size of the police station—e.g. larger police stations were more likely to be selected in the sampling frame).

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