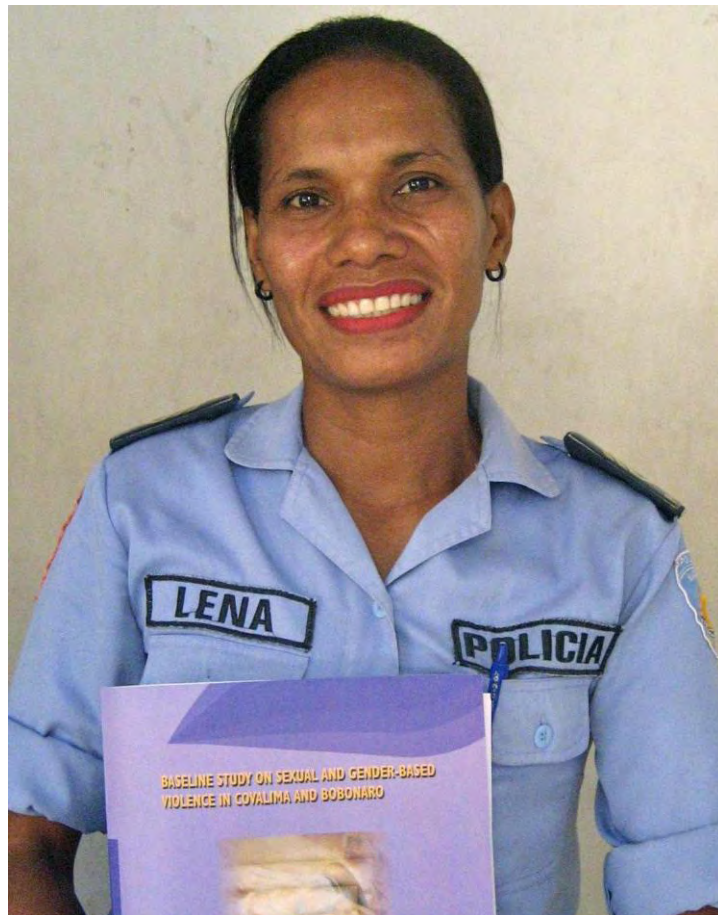


Case Studies of Gender Sensitive Police Reform in Rwanda and Timor Leste



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Cover photo: Annalise Moser. Policewoman from the Vulnerable Person's Unit launches UNIFEM's baseline study on SGBV, Timor Leste, August 2009.

Acronyms

DFID	Department for International Development (UK)
FFRP	Forum of Rwandan Women Parliamentarians
GBV	Gender Based Violence
GRB	Gender Responsive Budgeting
HAK	Hukum, Hak Asasi, Keadilan (Law, Basic Rights and Justice)
IPWPDM	Integrated Programme for Women in Politics and Decision Making
MIGEPROFE	Ministry of Gender and Family Promotion (Rwanda)
NGO	Non-governmental Organization
PNTL	Polícia Nacional Timor Leste (Timor Leste National Police)
RDF	Rwanda Defense Force
RNP	Rwanda National Police
SGBV	Sexual and Gender Based Violence
SSR	Security Sector Reform
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNMIL	United Nations Mission in Liberia
UNMIT	United Nations Mission in Timor Leste
VPU	Vulnerable Persons Unit (Timor Leste National Police)
WPS	Women's Police Station

Executive Summary

Gender Sensitive Police Reform in Context

The importance of a gender sensitive approach to conflict resolution and peace building in post-conflict contexts, both engaging women in recovery processes and addressing the particular security concerns of women as well as men, is now widely recognized. Threats to women's security hamper their participation in these processes, as violence against women during or after armed conflicts has been reported in every international or non-international war-zone. These concerns are recognized at the highest levels by the groundbreaking Security Council resolutions 1325 and 1820, which call for women's participation in peace building and emphasize the importance of prevention, protection and ending impunity for sexual and gender based violence (SGBV).

Within this field of work, security sector reform (SSR) is a crucial process in building peace and security, and in promoting rule of law and good governance. And within SSR itself, a gender sensitive approach to police reform combines efforts to engage women as agents in peace building and security provision, as well as addressing their security concerns, especially with regard to preventing and prosecuting SGBV. Gender sensitive police reform applies a gender analysis to reform processes, aiming to create a police force which effectively responds to the specific security needs of women and men, boys and girls, as well as building police institutions which are non-discriminatory, encourage women's participation at all levels, and which are accountable to its citizens, male and female alike. The key elements of gender sensitive police reform can therefore be analyzed through a tripartite framework incorporating:

- Responding to women's security concerns,
- Creating non-discriminatory institutions that encourage women's participation, and
- Enhancing accountability mechanisms.

UNIFEM's Approach to Supporting Gender Sensitive Police Reform

The United Nations Development Fund for Women (UNIFEM) is working to support women's engagement in peace building and preventing sexual violence through a programme, launched in 2007, titled 'Supporting Women's Engagement in Peace-Building and Preventing Sexual Violence in Conflict: Community-Led Approaches'. Funded by the United Kingdom's Department for International Development (DFID), the programme has been implemented in six conflict-affected countries: Afghanistan, Haiti, Liberia, Rwanda, Timor Leste and Uganda.

Based on desk and field research, this report analyses the programme's initiatives to support gender sensitive police reform in Rwanda and Timor Leste. The initiatives are wide-ranging, and tailored to each specific context. In Rwanda, UNIFEM's support includes a package of responses ranging from supporting female parliamentarians' oversight role through legal reform, to addressing women's security needs and improving their access to justice through support to the police Gender Desk, training and development of SGBV protocols and policies, to providing holistic support to GBV victims, and a side-step to partnering on gender sensitive reform with other security sector institutions. UNIFEM's support to gender sensitive police reform processes in Timor Leste has included actions to promote local women's oversight

and agency through mechanisms for community members to partner with police and address SGBV, training for police to better respond to women's security needs, democratic oversight through parliamentary candidates' SGBV debates and civilian oversight through victim input into police policy on GBV, as well as an avenue into SSR policy processes.

Successes and Challenges

Highlights of the successful results achieved to date include the following:

- **Recognizing SGBV as a security issue, and placing the fight against SGBV firmly within the police reform agenda:** almost all the police reform initiatives focus on addressing SGBV, and therefore many initiatives harness multi-sectoral partnerships, from the holistic 'One Stop Centre' for survivors (Rwanda), to multi-sectoral community referral networks (Timor Leste).
- **Engaging women in oversight of security sector reforms,** including community members and victims working with police to prevent SGBV and feed into a national action plan on gender based violence (Timor Leste), and female parliamentarians introducing a GBV Law (Rwanda).
- **Breaking the silence on SGBV,** in contexts where mentioning these issues is highly taboo, through communication campaigns including public service announcements by senior security sector personnel (Timor Leste) and police outreach in communities (Rwanda and Timor Leste).
- **Beginning to end impunity,** with reports of men fearing to commit SGBV crimes now they know and see that victims are reporting and police are taking action (Rwanda and Timor Leste), and reports of a police commander being disciplined for sexual harassment of female police officers (Timor Leste).
- **Gaining a seat at the SSR table,** raising gender issues in developing the national security sector policy (Timor Leste), and being invited to work on gender sensitive reform with the military (Rwanda), both through recognition of important work done with the police.
- **Enhancing the security of women in communities** by providing better access to police specialized and trained in processing SGBV cases according to standardized procedures and assisting victims (Rwanda and Timor Leste).
- **Creating a legislative mandate through the criminalization of SGBV:** legal reform processes have seen the development (Timor Leste) and passing (Rwanda) of laws on SGBV, without which women's reporting of crimes and police efforts to address them are impotent.
- **Improving women's access to justice:** better investigation and preparation of SGBV case files by police enhances victims' chances of accessing justice in courts (Rwanda and Timor Leste).
- **Generating valuable data on SGBV** amidst a scarcity of such information, through comprehensive SGBV baseline studies (Rwanda and Timor Leste).

These results have been achieved in part through some of the specific strategies employed by UNIFEM and its partners. For example, strategic partnerships with the police have led to key partnerships with other security sector institutions, and UNIFEM has found that using gender mainstreaming and SGBV frameworks – rather than the more politically sensitive SSR framework – has been a successful strategy for working on gender sensitive police reform. In addition, strategic collaboration with

leadership figures has strengthened top-down commitment to gender sensitive police reform, and linking gender sensitive police reform with gender sensitive legislative reform has been crucial for creating a mandate for change. UNIFEM has also found that reaching and engaging with communities is an important approach within police reform processes.

The analysis of the initiatives presented here also highlights a number of challenges associated with the work on gender sensitive police reform to date. These include:

- **Data collection and monitoring systems remain poor.**
- In many cases, these initiatives have been either **small scale**, or limited to a relatively **short timeframe**.
- None of these initiatives has directly addressed the **recruitment and retention of female police officers**, despite this being a key element of gender sensitive police reform.
- There is **little evidence that community-based initiatives have an impact upwards on policy reform**.
- There is a **considerable backlog of SGBV cases** within the general prosecutor's offices.

Ways Forward

These success factors and challenges suggest several potential ways forward to enhance future programming on gender sensitive police reform, including replication of successful small-scale initiatives, as well as advancing to new areas of work.

The success of several initiatives, combined with the constraints of their limited scale and timeframe, suggest the need for significant replication and up-scaling of selected elements of the programme. This includes the One Stop Centres and support to Gender Desk operations outside Kigali. Training of police in gender issues and SGBV should be rolled out widely in both countries, in part to compensate for personnel rotations and attrition. In Timor Leste, community based SGBV prevention mechanisms and discussion forums require ongoing support and replication.

The challenges highlighted above suggest that support to additional aspects of gender sensitive police reform could enhance the efficacy of the programme. The backlog in the national prosecutor's offices in both countries points to a need for additional support to the justice sector, working upstream as well as downstream with regards to SGBV cases. Efforts to support the recruitment and retention of female police officers are also needed in both countries. An increased focus on data and monitoring systems is needed, including better documentation and data systems for the whole process of SGBV case management.

Finally, one key to long-term sustainability of gender sensitive policing lies in gender responsive budgeting (GRB) processes, with the aim of securing government budget allocations for gender within the security sector institutions. The effectiveness of GRB initiatives is enhanced with follow-up measures to enable communities to track actual against committed expenditures. Right to information provisions support such 'public audit' functions, and inter alia also facilitate public review of police actions, decision-making, staff deployment, and patterns in case management. This could be another – albeit politically sensitive – area of investment for gender-sensitive security sector reform from UNIFEM.

1. Introduction

Gender Sensitive Police Reform in Context

Lena, pictured on the cover, is faced with cases of sexual and gender based violence (SGBV) on a daily basis. In her job as a policewoman in the Vulnerable Person's Unit of the National Police of Timor Leste, she is often the first point of contact for a victim reporting a SGBV crime, and she works to improve the way such cases are investigated and filed, as well as interacting with women and men in communities to help them take control of their own security concerns. The challenging context of her work includes her minority status as a woman in a police force dominated by men, and a significant incidence of SGBV as well as a legacy of trauma from the conflict of 1975-1999, when sexual violence was used systematically as a tactic of warfare.

The importance of a gender sensitive approach to conflict resolution and peace building in post-conflict contexts, both engaging women in recovery processes and addressing the particular security concerns of women as well as men, is now widely recognized.ⁱ Threats to women's security hamper their participation in these processes, as approximately one out of every three women around the world has experienced physical, sexual or other forms of abuse in her lifetime, with this security threat magnified during and after conflict: violence against women during or after armed conflicts has been reported in every international or non-international war-zone.ⁱⁱ These concerns are recognized at the highest levels by the groundbreaking Security Council resolutions 1325ⁱⁱⁱ and 1820,^{iv} which call for women's participation in peace building and emphasize the importance of prevention, protection and ending impunity for SGBV.

Within this field of work, security sector reform (SSR) is a crucial process in building peace and security, and in promoting rule of law and good governance. And within SSR itself, a gender sensitive approach to police reform combines efforts to engage women as agents in peace building and security provision, as well as addressing their security concerns, especially with regard to preventing and prosecuting SGBV (see Box 1).

Box 1. Defining Gender Sensitive Police Reform

Police reform is the transformation or change of a police organization into a professional and accountable police service practicing a style of policing that is responsive to the needs of local communities.^v

Gender sensitive police reform is based on the premise that women and men's socially constructed roles, behaviors, and access to power and resources create gender-specific insecurities - such as vulnerability to SGBV - which are exacerbated both during and after conflict. Gender sensitive police reform therefore applies a gender analysis to police reform processes, ensuring that gender equality principles are systematically integrated throughout all stages of planning, design, implementation and evaluation. It aims to create a police force which effectively responds to the specific security needs of women and men, boys and girls, as well as building police institutions which are non-discriminatory, encourage women's participation at all levels, and which are accountable to its citizens, male and female alike.^{vi}

Drawing from this definition, key elements of gender sensitive police reform can be analyzed through a tripartite framework incorporating:

- Responding to women's security concerns,
- Creating non-discriminatory institutions that encourage women's participation, and
- Enhancing accountability mechanisms.

Firstly, a fundamental role of any police force is to respond to the security needs of all citizens, including understanding the differing security threats to and concerns of men and women. As such, the recognition of SGBV as a critical security need for women is crucial for gender sensitive police reform, both due to the scale of the problem (see above), as well as to the fact that the threat or experience of SGBV significantly hinders women's capacity to engage in security sector reform, peace building and reconstruction themselves. However, victims of SGBV are often reluctant to report these crimes to police, due to stigma, or because female victims of SGBV frequently prefer to report to female police officers, of whom there is generally a shortage (see below). In addition, there is often a lack of trust in the police, especially when police have been involved in crimes and human rights abuses during and after conflict; this is exacerbated by the fact that many police and security shortfalls have been responded to with recourse to private security firms, which have been associated with human rights abuses and violations of women's rights and security.^{vii}

One popular approach in addressing women's security needs is through the establishment of specialized women's police stations (WPS) or gender units. These are staffed mainly by female police officers who are specially trained in providing support to victims of SGBV, and in investigating and handling SGBV cases appropriately. They often also play a role in raising awareness about women's rights within the community.^{viii} The WPS model has been particularly popular in Latin America, with 400 WPS in Brazil alone. Despite this, a recent study found that very little is known about the impact of these institutions on combating SGBV.^{ix} Other results are more obvious: in India, the establishment of 188 WPS resulted in a 23 percent increase in reporting of crimes against women and children and a higher conviction rate, while Family Support Units in Sierra Leone have also seen an increase in reporting and arrests.^x

Additional important elements of police work to respond to women's security concerns include community policing to forge crime prevention partnerships between communities and police; the development of standard operating procedures and protocols for handling SGBV cases; and the provision of physical and communications infrastructure such as telephone hotlines, vehicles for gender units, and private spaces for interviews and medical examinations. All of these approaches are achieved and supported through gender training for police, covering topics such as basic gender equality concepts, relevant national and international legislation and conventions, respect for human rights and women's rights, protocols on SGBV, and techniques for interviewing victims of SGBV.^{xi}

Secondly, reforms seek to address the police force's institutional aims of non-discrimination and equal participation. Police institutions, both before and after conflict, tend to be male-dominated, with a low proportion of female personnel at lower levels – the levels where the interface occurs between victims of SGBV and police – and few women in senior decision-making positions. In El Salvador, for example, women represented less than 6 percent of the post-conflict police force, while in Afghanistan only 40 Kabul Police Academy recruits out of the first class of

1500 were female.^{xii} Research in the United States has shown that female police officers are less likely to use excessive or deadly force, often respond more effectively to incidents of violence against women, are better able to facilitate the trust and cooperation required for community policing approaches, and are better at defusing and de-escalating potentially violent confrontations than their male counterparts.^{xiii}

Efforts to recruit and retain women in the police force can be supported by the window of opportunity afforded by post-conflict changes in gender roles, but are also constrained by a cultural barrier to women's participation in the police force, and by the negative effects of war on women's schooling which prevents them from meeting minimum qualifications. In Liberia, the UN Mission in Liberia (UNMIL) developed a Gender Policy for the Liberia National Police which aims to recruit more women by providing free high school level education to girls who agree to undergo specialized police training once they receive their high school diplomas. In an effort to ensure that they are not constrained to lower ranks, women are placed in leadership roles in the police hierarchy and an Association of Women Police Officers provides support as well as an organizational basis for lobbying for women's advancement.^{xiv} Other crucial issues affecting recruitment, retention and advancement of female police include non-discriminatory promotion criteria, family-friendly policies and codes of conduct on discrimination and harassment.^{xv}

Finally, police reforms drawing from human security and governance-based approaches focus on individuals and communities as the ultimate beneficiaries of reform, and stress the importance of civilian and democratic oversight and accountability mechanisms.^{xvi} Women as well as men become engaged in holding the police to account, and they enhance their ownership of police practices and security provision within the community. This includes building the capacity of and supporting women in national politics to participate in parliamentary defense and internal security committees, as well as supporting women in police review boards, national human rights commissions and community-police liaison committees.^{xvii} In Serbia, for example, the Belgrade Fund for Political Excellence initiated a programme to support women in ministries of defense and interior, female parliamentarians, political and NGO activists to increase the visibility of women in the security sector and strengthen their engagement in its reform.^{xviii}

At the local level, civilian oversight mechanisms can include local liaison boards linking police with community groups such as community policing or gender-based violence committees, facilitating dialogue between communities and police personnel and police policymakers. In some cases, community oversight innovations such as community co-policing can have a dual purpose, combining an accountability mechanism with an efficient response to the challenge of limited policing budgets in large countries. **[REFERENCE?]**

UNIFEM's Approach to Supporting Women in Building Peace and Preventing SGBV

One way in which the United Nations Development Fund for Women (UNIFEM) is working to support women's engagement in peace building and preventing sexual violence is through a programme, launched in 2007, titled 'Supporting Women's Engagement in Peace-Building and Preventing Sexual Violence in Conflict: Community-Led Approaches'. Funded by the United Kingdom's Department for International Development (DFID), the programme's innovative focus on community-led responses^{xix} has been implemented in six conflict-affected countries: Afghanistan, Haiti, Liberia, Rwanda, Timor Leste and Uganda.^{xx}

This study addresses one specific aspect of this programme: initiatives to support gender sensitive police reform in Rwanda and in two districts of Timor Leste. Based on desk and field research, the study analyses the successes and results of the initiatives to date, as well as examining the success factors behind those achievements and the challenges limiting the work. Box 2 highlights some of these key successes.

Box 2. Key Successes in UNIFEM's Gender Sensitive Police Reform

- **Recognizing SGBV as a security issue, and placing the fight against SGBV firmly within the police reform agenda:** almost all police reform initiatives described here focus on addressing SGBV, which also therefore means that many initiatives harness multi-sectoral partnerships, from the holistic 'One Stop Centre' for survivors (Rwanda), to multi-sectoral community referral networks (Timor Leste).
- **Engaging women in oversight of security sector reforms,** including community members and victims working with police to prevent SGBV and feed into a national action plan on GBV (Timor Leste), and female parliamentarians introducing a GBV Law (Rwanda).
- **Breaking the silence on SGBV,** in contexts where mentioning these issues is highly taboo and previously virtually unheard-of, through communication campaigns including public service announcements by senior security sector personnel (Timor Leste) and police outreach in communities (Rwanda and Timor Leste).
- **Beginning to end impunity,** with reports of men fearing to commit SGBV crimes now they know and see that victims are reporting and police are taking action (Rwanda and Timor Leste), and reports of a police commander being disciplined for sexual harassment of female police officers (Timor Leste).
- **Gaining a seat at the SSR table,** raising gender issues in developing the national security sector policy (Timor Leste), and being invited to work on gender sensitive reform with the military (Rwanda), both in part through recognition of important work done with the police.
- **Enhancing the security of women in communities** by providing better access to police specialized and trained in processing SGBV cases according to standardized procedures and assisting victims (Rwanda and Timor Leste).
- **Creating a legislative mandate for women's rights through the criminalization of SGBV:** legal reform processes have seen the development (Timor Leste) and passing (Rwanda) of laws on gender based violence (GBV), without which women's reporting of crimes and police efforts to address them are impotent.
- **Improving women's access to justice:** better investigation and preparation of SGBV case files by police, thanks to training and standardized operating procedures, enhances victims' chances of accessing justice in courts (Rwanda and Timor Leste).
- **Generating valuable data on SGBV** amidst a scarcity of such information, through comprehensive SGBV baseline studies (Rwanda and Timor Leste).

The following two sections of this report provide a case study analysis of the UNIFEM-supported gender sensitive police reform initiatives in Rwanda and Timor Leste, with background to the conflict, SGBV and women's security in each countries, and an examination of the achievements and challenges of each initiative. The conclusion draws out the overall success factors and challenges of the programme, and points to future ways forward for replication and up-scaling, as well as support to new, neglected areas.

2. Gender Sensitive Police Reform Case Study: Rwanda

Background to Conflict, SGBV and Women's Security in Rwanda

The genocide experienced by Rwanda in 1994 saw the strategic use of mass rape, experienced by an estimated 250,000 women.^{xxi} Types of horrific SGBV included gang-rape, penetration of sexual organs with sticks, guns, or other objects, sexual enslavement and sexual mutilation.^{xxii} The long-term psychological trauma of this violence cannot be under-emphasized, leading a senior trauma counselor to state that 'In Rwanda, the most critical element of security for women is internal, psychological security'.^{xxiii}

Today, women continue to face significant levels of violence. A 2004 study conducted by the Rwandan Ministry of Gender and Family Promotion (MIGEPROFE) estimated that one in three women had been physically or verbally abused in their communities in the previous five years, and that one out of every two women had experienced an act of domestic violence in the past year.^{xxiv} Similarly, a survey of 1,056 respondents commissioned by UNIFEM found that 31 percent of respondents stated that their spouse had forced them to engage in sexual intercourse,^{xxv} and that many women accepted the domestic occurrence of violence as the norm. Of SGBV cases reported to the police, the most common types are child defilement, rape and physical abuse.^{xxvi}

The UNIFEM survey also examined respondents' experiences with the police. Eighteen percent of survivors of gender-based violence had reported the case to police,^{xxvii} and of those, 71 percent felt that they were 'well received' by the police. Subsequently, 13 percent of these cases were followed up by the court, of which 30 percent did not result in a conviction. This points to another challenge within the security sector, namely a backlog limiting the capacity of the judiciary to process cases. One further challenge relates to the concentration of services within Kigali and major towns, leaving women in rural and remote areas with little access to trained and equipped police, medical and other support services.

Fortunately, there is generally a strong enabling environment in Rwanda with political will for both women's participation in decision-making processes and for tackling SGBV, with for example legislation recently passed (see below) which criminalizes rape and domestic violence.

Gender Sensitive Police Reform Initiatives

UNIFEM's support to gender sensitive police reform initiatives in Rwanda includes a package of responses ranging from supporting female parliamentarians' oversight role through legal reform, to addressing women's security needs and improving their access to justice through police support, training and development of SGBV protocols and policies, to providing holistic support to GBV victims, and a side-step to partnering on gender sensitive reform with other security sector institutions.

Gender Based Violence Law

One key achievement for Rwanda is the female parliamentarians' success in improving governance by enhancing collaboration between civil society and government through the development of the Gender Based Violence Law.^{xxviii} The GBV law was passed in 2009, a process supported by UNIFEM. The law constitutes a good practice example of GBV legislation, defining specific types of GBV including

polygamy and rape, proscribing punishments, and addressing crimes committed during the genocide as well as in current situations.^{xxix}

The law is also valuable as a strong example of bill initiation behavior by female parliamentarians. The GBV law is the only piece of legislation since 2003 to be introduced by members of parliament, rather than by the executive branch. The policy-making process was led by the Forum of Rwandan Women Parliamentarians (FFRP), which implemented a participatory method of law-making, as they created a process to 'gather information, solicit input, and sensitize citizens as well as other lawmakers to the problem of gender-based violence', rendering the GBV law a 'product of a strong relationship between legislators and their constituents'.^{xxx} Another important element of the FFRP's approach was their engagement with male colleagues. They were invited to join public consultations, and were encouraged to co-sponsor the bill, hence helping to demonstrate that GBV is not just a 'women's issue' and promoting a gendered approach to legislative change.

However, while the passing of the GBV law is a major achievement for Rwanda, there remains an urgent and widespread need to work to sensitize police, judicial and other security sector actors and community members alike about the existence and content of the law.

Gender Desk, Rwanda National Police

The Gender Desk at the Rwanda National Police Headquarters in Kigali is the driving force behind an integrated package of initiatives improving women's access to security in terms of services to address GBV. Established in 2005, the Gender Desk is staffed by three police officers and three junior police officers. The Gender Desk is responsible for handling cases of GBV, including receiving and interviewing survivors, investigating cases, arranging for the collection of medical evidence and preparing case files to be submitted for prosecution. The range of initiatives supported by UNIFEM through the Gender Desk include the following:

Box 3. Rape Case Handled through the Rwanda National Police Gender Desk

'When a distraught mother discovered that her daughter had been repeatedly raped by her guardian, the Gender-based Violence Desk at Rwandan National Police Headquarters provided the help that was desperately needed. Officers, trained in sensitive handling of sexual violence survivors arranged for the girl's free medical treatment, in the course of which evidence was preserved. The case was then sent to the Ministry of Justice to initiate proceedings; the accused was arrested and taken into custody. Referrals to two nongovernmental organizations secured free legal advice to the victim and her family.'^{xxxi}

Training for police: In 2008, standard operating procedures on GBV were produced, with inputs from community members and other stakeholders. Police station commanders have been trained in these procedures. In addition, curricula and training manuals on GBV have been developed and implemented in the two Rwandan police training schools, however recruits have yet to complete their training so an evaluation of the curricula is not yet possible. Both of these training programmes address appropriate methods for handling and investigating gender based violence related cases, and some police have also received specialized training in psychosocial counseling for survivors. The training manuals have also

been shared with other UNIFEM Country Offices participating in the DFID programme for adaptation and replication.

Despite these advances, there remain significant challenges with police training in GBV. Constraints include the fact that the training manual has yet to be translated into Kinyarwanda, and the fact that there is generally a high turn-over rate among positions, such that police working in specialized units and trained accordingly are then moved on to an unrelated post. There is a need for further training in GBV for more police, to build human resources and compensate for these rotations. Many police officers are still unfamiliar with the appropriate protocols for receiving and processing GBV cases. For example, an NGO worker notes that in one case, a 13-year-old girl who had been raped told counselors that the policemen she reported to told her that she was telling lies, and questioned how she could accuse an adult man of 'such things'.



Police officers in Rwanda attending specialized training in handling and investigating GBV cases. Photo: UNIFEM.

GBV officers: Police officers specially trained in handling GBV cases have been placed in every one of the 69 police stations throughout the country, ensuring that women have decentralized access to specialized support. UNIFEM has also provided some of these GBV officers with essential equipment including motorcycles, desks, computers and other vehicles. Christine Uwamahoro is an Assistant Inspector for the Gender Desk at Remera Police Station in Kigali. She sees four or five cases of SGBV per week, many of which are referred to her through either GBV Committees or the Community Policing Committees (see below). Christine believes that the presence of GBV officers at the police station level as well as these community committees have helped make women more secure in coming forward and reporting cases of SGBV.^{xxxii}

It would be expected that these specialized facilities, communication campaign (see below) and increased capacity of trained police to produce good quality case files would show an increased rate of reporting of SGBV cases, and an increase in SGBV cases proceeding to court and being successfully prosecuted. However, the data is mixed. Police records of reported cases show an increase in reporting from 2006 to 2007.^{xxxiii} 403 cases of rape were reported in 2006 and 514 cases in 2007, and 321 cases of physical abuse were reported in 2006 with a jump to 478 cases in 2007. However, these figures in fact decreased in 2008, with 388 cases of rape reported and 106 cases of physical abuse. Data from the General Prosecutor's Office also shows a decrease in SGBV cases brought to court, but an increase in cases being

adjudicated (see Table 1). These nationwide figures seem surprisingly low. The Rwanda Demographic and Health Survey in 2005 found that 30.7 percent of women aged 15-49 had experienced physical violence in their lives, and 12 percent had been raped,^{xxxiv} while the above-mentioned MIGEPROFE study from 2004 found that one in three women had been experienced physical or verbal abuse in the previous five years.^{xxxv} These figures are difficult to compare, however, as their definitions, samples and timeframes differ; it is possible that high rates of SGBV still exist in Rwanda, but that they are not yet being reported to police in numbers which reflect the true incidence of the crime.

One challenge facing GBV officers is that while they have good training and skills, they still in many cases lack access to adequate physical resources and equipment such as interview rooms, transport and communications equipment. This is especially the case outside of Kigali, where there are significantly fewer resources and services available for survivors of GBV.

Table 1. Cases of SGBV Brought to the General Prosecutor’s Office, Rwanda 2007-2008^{xxxvi}

Cases	2007	2008
Cases pending from previous year	1631	1110
New cases referred by police	3123	2756
Cases brought before court	1829	1555
Cases closed due to lack of evidence	734	1086
Cases still pending at end of year	2191	2747
Adjudicated cases	1540	2527

Free telephone hotline: This service is providing a direct channel of communication to police for those experiencing gender-based violence. The hotline number connects callers via cell phone to a trained Gender Desk staff member who is able to provide immediate advice and contact or refer to the nearest police station, courts or NGOs depending on the nature of the issue being reported.

The continued use and popularizing of the free hotline for rapid victim access to police response has proven effective, as the records of its use have risen from 285 calls in 2006 to 407 in 2008.^{xxxvii} Physical abuse and rape are the most common type of crimes reported through the free hotline. The hotline has been used not only by victims themselves but also by neighbors, local leaders, family members and occasionally children reporting domestic abuse of their mothers. There are several challenges: it has been noted that the phone is not always monitored by trained Gender Desk staff, especially at night, and that the line is often busy.

Communication and awareness raising: The Gender Desk is also engaged in a broad-based campaign to raise awareness of SGBV through outreach in churches, local authorities, women’s councils, primary and secondary schools, and through media such as television, radio, brochures, calendars and posters.

Rose Muhisoni, Director of the police Gender Desk, believes that one of the key successes of the Gender Desk has been in ‘breaking the silence’ on SGBV, enabling women to speak out, to know and understand their rights and how to claim them.^{xxxviii} In one example, after a community sensitization session, one middle-aged woman from Kigali city ‘admitted that she had been beaten by her husband and seen other

women being beaten by their husbands but she never knew that you could report such a case as a human rights abuse.^{xviii} Nonetheless, while legislation and services now exist, there remains a strong 'cultural' barrier to women survivors of SGBV coming forward to the police or other service providers.



Male and female police in Rwanda raise awareness about SGBV with communities. Photo: UNIFEM

'One Stop Centre' for Survivors of SGBV

The Gender Desk of the Rwanda National Police is joining with the Police Hospital, General Prosecutor's Office and other service providers to create a 'One Stop Centre' for survivors of domestic, child and gender-based violence at Kigali's Kacyiru Police Hospital. Due to be launched in September 2009, the Centre will provide multi-sectoral support to survivors, where they will be able to file their case, undergo a medical examination, receive psychosocial counseling and submit their legal file to the General Prosecutor's Office, with the support of specialized personnel, at no cost and all from the same location. A safe room with five beds will also be available for temporary emergency accommodation.

While these services do already exist in parts of Rwanda, considerable time, logistical and financial resources are required for survivors to access such services. As such, the One Stop Centre – or *Isange Centre*, meaning 'feel welcome and free' in Kinyarwanda – will save time for the survivors, reduce their stress and streamline the support services and processes. Says Immaculate Ingabire, coordinator of the Rwandan Coalition on VAW, 'This will be an excellent centre, providing convenient and accessible legal, medical and counseling services, which otherwise were extremely difficult to obtain, for logistical and financial reasons'.^{xl}

The Director of the One Stop Centre, Dr. Grace Igiraneza, expects the major challenge will be over-loading, as this is the first such centre in the country. If this happens, there may be delays, long waiting times and shortages of drugs and other supplies.^{xli} In addition, the facilities will only be available to those women living in or near Kigali, suggesting the potential for future replication elsewhere in the country. The initiative is jointly funded by UNIFEM, the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF).

Rwanda Defense Force Gender Desk

In an innovative spin-off effect from UNIFEM's support of the Police Gender Desk, the Rwanda Defense Force (RDF) has also established a Gender Desk, supported by UNIFEM through DFID Rwanda funds. The interventions of the police and RDF are mutually reinforcing, supporting more effective security sector response to SGBV cases and enhanced services to survivors.

Since it became fully operational in 2008, the RDF Gender Desk officers have conducted training on gender equality concepts, women's human rights, and SGBV for close to 5,000 RDF members (military officers, cadets at the military academy, ex-combatants and local defense forces) and civilians, in three out of Rwanda's five provinces.^{xiii} It has also trained gender focal points at the district level and supported the creation of anti-GBV clubs. By engaging the private sector in its campaign to combat GBV, it has partnered with the leading cellular phone company to provide a free hotline to report GBV cases potentially implicating the military.

Reports of GBV to the RDF have increased since the Gender Desk was established.^{xiii} One of the reasons for the success of this initiative is the fact that the military is deployed at local levels, and patrol 24 hours a day; consequently, they are well placed to locate and respond to GBV issues, and in some cases they are present when and where police are not. In addition, training of officers preparing for peace missions with the intention of increasing the number of women deployed and enhancing their ability to combat SGBV has influenced recruitment and deployment of female police to peacekeeping missions such as Darfur.

Community Policing

One final initiative is mentioned here, however it is not as yet supported by UNIFEM. Community policing aims to fight crime through partnership with the community, and combines Community Policing Committees appointed at the community level, with Community Policing Liaison Officers at the sector level. According to the director of Community Policing, Emmanuel Butera, this initiative has succeeded in 'making citizens participate actively in problem solving to ensure their own security needs are met'.^{xiv} Community Policing can also be very responsive to GBV, as Committee members are able to approach local families where they know violence occurs, rather than waiting for the women to come forward. One GBV Police Officer and former Community Policing Liaison Officer claims that the community dialogue processes have made women more aware of their rights, and that men are more reluctant to abuse their wives as they know that women may now go to the police.^{xv}

While this initiative is an innovative approach to empowering communities to participate in ensuring their own security needs, there are a number of challenges, especially with regards to addressing GBV. Firstly, the Committee members are generally appointed, rather than elected, and are drawn from community leaders who are also active in other local processes and who consequently may not be regarded as being objective. Secondly, the Committees often aim to mediate, reconcile and resolve GBV cases within the family, rather than referring them for filing as a penal case. This highlights the need for training on gender, how to handle GBV cases and refer to police and other support services. Thirdly, there are very few female Community Policing Committee members, although exact figures are not available as sex-disaggregated data for Committee members and Community Policing Liaison Officers is not recorded.

3. Gender Sensitive Police Reform Case Study: Timor Leste

Background on Conflict, SGBV and Women's Security in Timor Leste

In Timor Leste, SGBV is one of the more frequently reported crimes, however very few of these cases are successfully brought to trial and even fewer women receive redress for the crimes committed against them.^{xlvi} During the Indonesian occupation of 1975-1999, SGBV such as systematic rape, torture and sexual slavery was used as a method of prosecuting the conflict. While there is little data on the current extent of SGBV in Timor Leste, a 2003 study found that 51 percent of women reported feeling unsafe in their relationship with their husband within the previous 12 months, and 25 percent had experienced violence from an intimate partner.^{xlvii}

A study commissioned by UNIFEM in the two western border districts where the DFID programme is being implemented – Covalima and Bobonaro – found that a major factor in women's experience of insecurity and violence is power inequalities rooted in a patriarchal social structure. The most common manifestations of SGBV in the two districts today are rape, incest, sexual harassment and 'gifting', whereby women or girls are presented as 'gifts' for official guests visiting the community.^{xlviii} In addition, women in the border districts are also reportedly vulnerable to trafficking from within the district to town centers, including the capital Dili, as well as across national borders.

The formal justice system faces multiple constraints, including a shortage of court personnel, lack of DNA testing facilities, and logistical difficulties in accessing court. This results in extreme backlogs of cases, and the study found that the majority of SGBV cases that have reached the formal courts are still pending, cancelled or dismissed due to lack of evidence.^{xlix} One of the few studies on this topic, conducted by the Judicial System Monitoring Programme in 2003, found that during the two months of monitoring, 'women-related' cases represented 55 percent of all criminal hearings scheduled for the Dili District Court, of which 78 percent were sexual violence cases; in only 16 percent of the 'women-related' cases did hearings proceed, and no decisions were delivered by the Court.^l Partially as a consequence of the constraints on this process, many victims of SGBV turn to traditional justice mechanisms using customary law, whereby local leaders – almost always male – mediate conflicts through dialogue and resolve them through a process of recognition of guilt, often with fines to the victims' family and with a variety of traditional rituals; the drawback with this system is that it is dominated by male community leaders, with no consultation or decision-making by the victim, with an emphasis on family reconciliation, and with fines paid to the victim's family rather than to the victim herself.

Another UNIFEM-commissioned study assesses the role of the National Police of Timor Leste (PNTL), finding that community members in Covalima and Bobonaro believe that *few* PNTL members 'do a good job'.^{li} Critiques include lack of understanding by PNTL personnel regarding their roles and responsibilities in the community, as well as accusations of sexual assault and sexual harassment by PNTL personnel. Community members also felt that most victims of SGBV would prefer to be assisted by female rather than male police officers. The assessment revealed that community members believe that the police require urgent assistance in terms of building their capacity and skills to handle SGBV cases and to assist SGBV survivors, providing a strong community-driven mandate for work in this area.

Gender Sensitive Police Reform Initiatives

In Timor Leste, UNIFEM's support to gender sensitive police reform processes has focused on the districts of Covalima and Bobonaro, and has included actions to promote local women's oversight and agency through mechanisms for community members to partner with police and address SGBV, training for police to better respond to women's security needs, democratic oversight through parliamentary candidates' SGBV debates and civilian oversight through victim input into police policy on GBV, as well as an avenue into SSR policy processes.

Training in SGBV for Police

UNIFEM supported the training of the National Police of Timor Leste (PNTL) in human rights and gender issues related to the handling of SGBV cases, to improve the police's capacity to respond to women's security needs. Training workshops were conducted by the human rights non-governmental organization (NGO) HAK (*Hukum, Hak Asasi, Keadilan*: Law, Basic Rights and Justice), in the districts of Bobonaro and Covalima, with participants drawn from the investigation unit, border police, community police, traffic police, task force unit, vulnerable persons unit (VPU), administration, intelligence and police commanders. Between 20 percent and 30 percent of participants were female.^{lii}



Male and female police receive training in gender concepts and SGBV reporting procedures, Bobonaro. Photo: Haburas / UNIFEM.

The training content focused on legal provisions and the duties and responsibilities of service providers such as the police, court actors and the needs of survivors of SGBV. Participants demonstrated an understanding of the types, causes and impacts of SGBV, victim's rights and appropriate methods for investigating and collecting information from victims. Case studies and role plays allowed participants from the police forces vicariously to experience different perspectives, such as that of the victim, witness and village chief. This process raised issues of empathy and understanding for the police, who for example suggested that female victims of SGBV might feel more comfortable dealing with female police officers rather than male ones. During a monitoring trip three months after the training, HAK found that police had found the training useful, and were implementing their knowledge on

handling SGBV cases. In Covalima, especially, police had received a number of SGBV cases, all of which had been duly investigated and filed according to correct procedure. One female police officer from the Covalima VPU stated, 'The training was so helpful. I have been in the VPU since 2002, and this is the most comprehensive training I have had on SGBV laws, how to handle cases, and how to provide assistance to victims. I now send every case reported to me to the tribunal – and I am receiving a lot of reports'.^{liii}

Basic training in gender concepts and GBV causes, impacts and basic reporting procedures was also provided by the Gender Focal Point of the Secretary of State for Security. The training targeted police from the VPU, Community Police and the fire brigade, and was aimed primarily as an initial awareness raising training module.

There were a number of challenges associated with training police in SGBV issues. It was not possible to undertake planned training on Standard Operating Procedures and Internal Reporting Procedures for the police, as these procedures are still being developed. There is also an issue with the individuals sent for training, as these are not always the one that are directly responsible for responding to SGBV cases. There is also a high turnover of police personnel, meaning that new staff need regular training. Finally, this was for most participants an *introduction* to SGBV issues, and there is a need for further training with ongoing follow-up, especially in specific procedures for handling SGBV cases. This need is illustrated by the fact that police in Bobonaro in particular have to date not been as successful in systematically handling SGBV cases appropriately (see below).

Community Discussion Forum on SGBV Involving the Police

A monthly SGBV discussion group convened by women's rights NGO Fokupers with police and other community members from Covalima and Bobonaro districts was continued by the community itself once the NGO's intervention concluded.^{liv} Initially, the discussion forum consisted of around 25 individuals from the police's Vulnerable Persons Unit, village councils, NGOs, the district hospital, local government, churches and women survivors of SGBV. Discussion topics included gender and women's rights, as well as issues relating to SGBV within the community.

Even after Fokupers concluded their work, the monthly forum's discussion of SGBV cases and services led to the Covalima community deciding to establish its own referral network to support survivors. Community members meet regularly to share information and link existing services, namely the district police VPU, NGOs providing legal and psychosocial support, and the district hospital. Community members aim through this referral system to demonstrate that SGBV is a crime which should be reported, rather than treated as a domestic issue, and to therefore increase reporting of SGBV cases.

The referral network is supported by a community-generated communication campaign, with community radio programmes, a monthly community bulletin and a community information board disseminating information about SGBV, women's rights (CEDAW), and the appropriate process for handling SGBV cases through the police, prosecutors and courts.

To date, the forum and referral network have resulted in many cases of SGBV being reported to both the police and other members of the referral network (see Table 2 for cases reported to Fokupers, at the national level), with victims reporting that they feel more able to come forward. This is partially attributed to the good working relationship and coordination among local leaders, police and other partners. In

addition, in Covalima, the police from the VPU reinforced their understanding and practice of correct procedure for handling SGBV cases, including the need to proceed with the case regardless of the individual officer's personal assessment of the case, how to carry out the investigation appropriately, and how to refer victims to support services such as shelter, medical or psychosocial support according to their particular needs.^{lv}

Table 2. SGBV Cases Reported to Fokupers, Timor Leste 2006-2009^{lvi}

Type of SGBV	2006	2007	2008	Jan-Jul 2009
Domestic Violence	34	62	120	68
Rape	9	9	2	6
Abandonment	18	30	31	11
Other	25	24	27	14
TOTAL	86	125	189	99

However, a number of challenges remain. In contrast to the positive example in Covalima, Fokupers staff noted that in Bobonaro the police were relatively passive in the monthly meetings, and continue to handle SGBV cases inappropriately, including a demonstrated preference for resolving rape and domestic violence cases within the family rather than through the formal justice system. In some cases, NGO workers report, police will not take a case seriously unless the victim is displaying obvious signs of physical injury, and in some communities it is so common for police to refer SGBV cases back to community leaders for mediation that local women say 'we just don't bother going to the police anymore'.^{lvii} This indicates a lack of awareness of correct procedure and of the associated legislation and regulations, as well as the tenacity of patriarchal societal beliefs, which in turn points to the urgent need for ongoing and up-scaled training for police. One factor behind the discrepancy between the outcomes of the initiative in the two communities is the availability of more services in Covalima, including the presence of the courts and of United Nations Police mentors.

A final challenge that cannot be over-emphasized is the lack of human and financial resources available to service providers; for instance there are reports from both districts of injured victims of SGBV being pushed in home-made carts to local authorities or hospitals, for lack of access to transport. This presents a challenge to the sustainability of the monthly SGBV forum, as even the small costs associated with transport and the time taken up for the meetings cannot be covered by service providers. Fokupers is working with the discussion group to help them maintain the group in future, and aims to have the forum incorporated into local government activities, where it could be allocated resources from the local government budgets. For the time being, the Covalima VPU reports that the monthly forum is continuing without direct external support, with regular information sharing meetings still occurring and with the VPU continuing to visit communities and provide information about SGBV. To a certain extent this represents simply a continuation of the regular work of the police and other service providers, as well as attendance at the meetings by those who have the resources to do so; however for the reasons outlined above, this is unlikely to be sustainable in the long terms without external support.

Legislative Reform: Law Against Domestic Violence and Revision of the Penal Code

One crucial aspect of security sector reform in Timor Leste is the need for legislative reform to provide a legal mandate for the reporting and prosecuting of SGBV cases.

UNIFEM's work in the communities of Covalima and Bobonaro found that women survivors of SGBV commonly asked 'why should we report this? There are no laws to protect us'. Legislative reform for SGBV is something which women at the community level actively want.

Revisions of the Penal Code were approved by parliament in May 2009, which includes provisions on rape. A draft Law Against Domestic Violence has been under preparation for several years; the law was approved by the Council of Ministers in August 2009, and is awaiting approval by National Parliament. UNIFEM has provided inputs into the draft law, especially through expanding the definitions of domestic violence and providing an overall gender perspective; to date, these revisions have been retained.

Community SGBV Prevention Mechanism Involving the Police

In a similar process to the discussion forums facilitated by Fokupers, UNIFEM supported HAK, a human rights NGO, to facilitate a workshop in Covalima in November 2008 to enable community members to design their own community prevention mechanism for SGBV, combining local ownership of SGBV prevention with civilian oversight and partnership with police. The 27 male and 8 female participants in Covalima were drawn from the VPU of the police as well as community police, local authorities, judicial actors, local NGOs, youth representatives, faith based organizations and women survivors of SGBV.^{lviii} The community prevention mechanism for SGBV developed during this process emphasizes the need for collaboration and sharing of information and resources and joint responsibility for addressing SGBV in the community (see Box 4).

Box 4. Community SGBV Prevention Mechanism Involving the Police

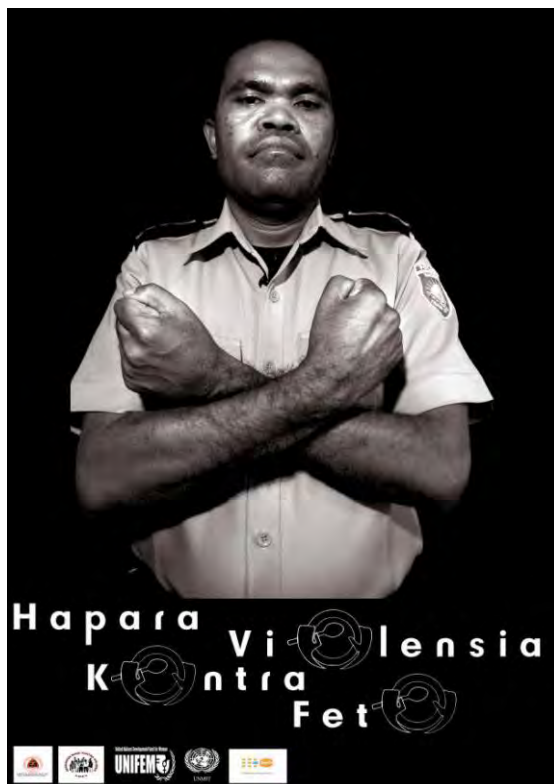
The SGBV prevention mechanism developed by police, local authorities, civil society and community members in Covalima, Timor Leste, comprises:

- Awareness raising on SGBV for the community through media such as community radio, through schools (teachers to students) and through churches such as in Sunday mass services.
- Police and other authorities sensitize the community and provide information regarding existing laws and the criminal nature of rape and domestic violence.
- Police and local authorities develop trust and good working relations with community members to encourage citizens to report cases.
- Local authorities work towards creating a positive environment, with innovative or productive activities for community members, to positively engage community members in non-violent activities.^{lix}

Implementation of several elements of this mechanism is already underway, including cooperation between police, local authorities and community members, as well as the dissemination of information to the community. However, while the mechanism itself can be self-sustaining, service providers have very limited resources, and therefore their work will be limited without external financial support.

Engagement of Key National Figures in SGBV Campaign

UNIFEM has successfully engaged key national figures, including senior male leaders in the security sector, in its communications campaign on 'Ending Violence Against Women', demonstrating political will from the highest levels. Timor Leste's President, Mr Jose Ramos Horta, Prime Minister Mr Xanana Gusmao, UN Special Representative of the Secretary General Mr Atul Khare, and a number of commanders of the Army and of the National Police Force have all participated in the campaign, which included posters and public service announcements. This has had a strong impact on the ground in terms of raising the visibility of SGBV in media and public debate; the posters to advocate against SGBV with photographs of these key leaders are in high demand in the target districts of UNIFEM's SGBV and peace building programme. They have also been picked up on the global UN Action Against Sexual Violence in Conflict campaign website (www.stoprapenow.org).



Inspector Afonso de Jesus, Deputy Commander of the National Police of Timor Leste in a poster to 'End Violence Against Women'. Photo: Chris Parkinson, UNIFEM.

Presidential and Legislative Debates on SGBV

A series of national public debates in 2007 provided an important forum for future elected officials – those who will be able to provide oversight and hold others to account – to articulate their vision for addressing SGBV in general, including through security sector reform.^x UNIFEM supported the three debates among presidential candidates, political party leaders and women parliamentary candidates, which were broadcast on radio and television.

Almost all candidates raised issues related to the security sector, including the need for legislative reform through the draft Law Against Domestic Violence and criminalization of polygamy, and reform of the tribunal and judicial systems. Many argued for the establishment of a stronger national women's machinery, upgraded from the Office of the Advisor for the Promotion of Equality under the Office of the

Prime Minister. They also spoke of the importance of awareness raising, working on men's attitudes, and capacity building for women. At the end of the debates, most participants acknowledged the support of the National Armed Forces, the National Police of Timor Leste and the United Nations Police for their support during the campaign period.

Aside from the upgrading of the national women's machinery to the Secretary of State for the Promotion of Equality, it remains to be seen the extent to which these visions have been implemented since the elections. UNIFEM is however continuing its support through synergies with its Integrated Programme for Women in Politics and Decision Making (IPWPDM), where UNIFEM is following up the commitments made through the women's wings of political parties, as well as supporting elected national women leaders and other parliamentarians.

Vulnerable Persons Unit Engaging Victims in SGBV reforms

Victims of SGBV were able to input into police policy development through an innovative joint conference marking the global theme of International Women's Day 2009, 'Women and Men Uniting to End Violence Against Women and Girls'.^{lxi} The conference, held by the National Vulnerable Persons Unit and the Dili District Vulnerable Persons Unit and supported by UNIFEM, brought police, local authorities, NGOs, UN agencies and victims of SGBV to together develop strategies to improve the VPU service to the community and to improve its response to gender based violence crimes, as well as to feed in to the development of the PNTL 3-5 National Action Plan on GBV.

Issues raised included the need for more training of police in the application of the law regarding SGBV crimes, the need to improve monitoring of domestic violence crimes, the need for attitude change in the community in general and in particular with the police, the need for confidentiality of police with regards to SGBV crimes, and the need for further dissemination of information regarding SGBV types and laws at the community level. In each of these issues, the PNTL noted how they could respond. In this sense, the conference constituted an important forum for victims as well as service providers to input into the development of police reforms on SGBV issues.

Gender Inputs into Security Sector Reform Roundtables

In a crucial strategic link to the broader SSR agenda in Timor Leste, UNIFEM is participating in a series of roundtable discussions to inform a National Security Policy. Convened by the Secretary of State for Security, the Secretary of State for Defense, the United Nations Mission in Timor Leste (UNMIT) and the United Nations Development Programme (UNDP), the August 2009 SSR Roundtables provide a forum for government and civil society to identify potential threats to national security, and identify existing and potential future solutions.

The draft structure of the National Security Policy already identifies promoting gender mainstreaming as a specific response to strengthening security. This is reflected in the first two roundtables on 'security and development', where gender is included as a specific topic for discussion. UNIFEM raised the issue of the causes and impacts of SGBV as a critical security concern, as well as the importance of introducing gender-responsive budgeting processes into security sector institutions. UNIFEM has been requested to contribute to the other roundtables on security and peace, security and citizens and security and state-building, to bring a crosscutting gender perspective to the discussions.

An important factor in UNIFEM's invitation to these SSR Roundtables is their ongoing work with the police on gender issues, including the training in GBV and gender sensitivity. This has raised UNIFEM's profile within the security sector, and demonstrated its expertise in working on gender and SSR issues.

4. Conclusions

Successful Strategies

The preliminary achievements and positive results of UNIFEM's support to gender sensitive police reform initiatives have been outlined in Box 2, and discussed in detail in the previous two sections. However, what were the successful *strategies* employed in these initiatives – what were the 'ways of working' that contributed to the achievements of the programme?

- **Strategic partnerships with the police have led to key partnerships with other security sector institutions.** In Timor Leste, being known for its work with police led to UNIFEM strengthening partnerships with the Secretary of State for Security^{lxii}, and to UNIFEM's engagement with the security sector reform process through roundtable discussions to feed into the drafting of the National Security Policy. In Rwanda, UNIFEM's highly successful and high profile work with the police Gender Desk has led to an innovative new partnership with the Rwanda Defense Force, as well as facilitating the development of strategic partnerships with donors, government, UN agencies and civil society, who all want to support or learn from the Gender Desk: the collaboration between UNIFEM, UNFPA and UNICEF in funding the One Stop Centre is an example of this. Study tours from around Africa have visited the police Gender Desk, creating international partnerships as well as south-south learning.
- **Reaching and engaging with communities** is an important approach within police reform processes. Focusing on service delivery at the grassroots and community level, as well as actively engaging communities in partnerships and joint work, is an important element of SSR initiatives. This approach is important in two critical ways. Firstly, in efforts to make police services reach women in communities – for example through training officers on the ground, or placing GBV officers in all police stations – reforms are firmly tied to acknowledging and addressing women's security needs. Secondly, engaging community members in work with police to share responsibility for preventing and responding to SGBV empowers citizens to tackle their own security needs, and engages them in closer oversight and accountability of police actions.
- **Strategic collaboration with leadership figures** strengthens top-down commitment to gender sensitive police reform. In Timor Leste, the prominent role of male leaders in an anti-SGBV communication campaign both raised the profile of the campaign, and demonstrated the commitment of leaders to women's security concerns. A similar outcome was achieved in Rwanda through high level collaboration with the police and military through the establishment of gender desks, and with male and female parliamentarians in the development of the GBV bill.
- Using **gender mainstreaming and SGBV frameworks** – rather than SSR – has been a successful strategy for working on gender sensitive police reform. Virtually all of the initiatives discussed here used either SGBV or gender mainstreaming as their entry points, seeking in different ways to prevent SGBV, improve handling of SGBV cases and services to victims, or integrate concepts of gender equality into police work. This strategy plays to UNIFEM's

strength as a recognized leader in this field, opening the way to engage in SSR issues.

- **Linking gender sensitive police reform with gender sensitive legislative reform** is crucial for creating a mandate for change. While legislative reform falls under the broader area of security sector reform rather than being a core element of police reform per se, it has nonetheless been critical to pursue the development of relevant legislation *in tandem* with other initiatives. SGBV legislation provides the mandate for police to combat SGBV, and the rationale for women to report abuse.

Challenges

The analysis of the initiatives presented in this paper also highlights a number of challenges associated with the work on gender sensitive police reform to date. These include:

- **Data collection and monitoring systems remain poor.** There is little sex-disaggregated data on police personnel, and data regarding reporting, prosecution and sentencing of SGBV cases appears to be *ad hoc*. There is even less data available concerning handling of SGBV through community based mechanisms such as community policing and community referral networks. As such, it is difficult to measure the success of these initiatives, or to identify where specific problems lie. This also points to a broader need for integrating gender into assessments, monitoring and evaluation of security sector reform processes.^{lxiii}
- In many cases, these initiatives have been either **small scale**, or limited to a relatively **short timeframe**. In both Rwanda and Timor Leste, while training for police has been crucial, it has as yet been rolled out only to a small proportion of the police force. Support to service provision has been focused in the capital in Rwanda, and in two vulnerable districts in Timor Leste, yet there remain urgent needs in all rural and remote areas. The short timeframe has meant that several initiatives have not had time to become firmly established, especially in the case of community-based processes (see below).
- None of these initiatives has directly addressed the **recruitment and retention of female police officers**, despite this being a key element of gender sensitive police reform. While sex-disaggregated data is not available in either country, the proportion of female police officers is low, especially at senior levels,^{lxiv} with significant dissatisfaction with the transparency of the promotions system.^{lxv} In both countries, there is a cultural barrier to women joining the police force, as it is not regarded as an attractive career option for women.
- There is **little evidence that community-based initiatives have an impact upwards** on policy reform. This is partially a consequence of timing and pace, as activities that operate in – and especially those which are effectively owned and ‘led’ by – the community, require a long timeframe and sustained support.
- In both countries, there is a considerable **backlog of SGBV cases** within the general prosecutor’s office. As such, even when improved awareness by

citizens and processing of cases by the police leads to an increase in SGBV cases making it to the prosecutor's office, many victims are not yet receiving justice.

Ways Forward

These success factors and challenges suggest several potential ways forward to enhance future programming on gender sensitive police reform, including replication of successful small-scale initiatives, as well as advancing to new areas of work.

The success of several initiatives, combined with the constraints of their limited scale and timeframe, suggest the need for significant replication and up-scaling of selected elements of the programme. This includes the One Stop Centres and support to Gender Desk operations outside Kigali. Training of police in gender issues and SGBV should be rolled out widely in both countries, in part to compensate for personnel rotations and attrition. In Timor Leste, community based SGBV prevention mechanisms and discussion forums require ongoing support and replication.

The challenges highlighted above suggest that support to additional aspects of gender sensitive police reform could enhance the efficacy of the programme. The backlog in the national prosecutor's offices in both countries points to a need for additional support to the justice sector, working upstream as well as downstream with regards to SGBV cases. Efforts to support the recruitment and retention of female police officers are also needed in both countries. An increased focus on data and monitoring systems is needed, including the establishment of SGBV data management information systems and better documentation and data systems for the whole process of SGBV case management.

Finally, one key to long-term sustainability of gender sensitive policing lies in gender responsive budgeting (GRB) processes, with the aim of securing government budget allocations for gender within the security sector institutions, an area where UNIFEM has considerable expertise. The effectiveness of GRB initiatives is enhanced with follow-up measures to enable communities to track actual against committed expenditures. Right to information provisions support such 'public audit' functions, and inter alia also facilitate public review of police actions, decision-making, staff deployment (recruitment and promotion of women officers), and patterns in case management. This could be another – albeit politically sensitive – area of investment for gender-sensitive security sector reform from UNIFEM.

Table 3, below, provides a compilation of these successful strategies, remaining challenges, and associated ways forward, including replication and up-scaling as well as support to new types of initiatives.

A gender sensitive approach to police reform is an essential path to ensuring women's equal participation in the security sector, to engendering police institutions, and to responding to women's security needs, especially those concerning SGBV. Bolstered by the mandate provided by Security Council Resolutions 1325 and 1820, it is anticipated that the lessons from UNIFEM's programmatic work in Rwanda and Timor Leste can be used to inform future efforts towards gender sensitive police reform in other conflict-affected countries.

Table 3. Strategies, Challenges and Ways Forward

Successful Strategies	Challenges
<ul style="list-style-type: none"> • Partnerships with police lead to partnerships with other security sector institutions • Engaging with communities is an important approach for police reform • Collaboration with leadership figures strengthens top-down commitment • Using gender mainstreaming and SGBV frameworks as an entry point • Linking police reform with gender sensitive legislative reform 	<ul style="list-style-type: none"> • Data collection and monitoring systems remain poor • Small scale, short timeframe • Not addressing recruitment and retention of female police officers • Little evidence of community-based initiatives impacting policy reform • Backlog of SGBV cases within the prosecutor's office
Potential Ways Forward	
<p><i>Replication and up-scaling:</i></p> <ul style="list-style-type: none"> • One Stop Centres • Police and Military Gender Desk operations • Training of police in issues surrounding gender and SGBV • Community-based SGBV prevention mechanisms and community-based discussion forums 	<p><i>Support to new areas:</i></p> <ul style="list-style-type: none"> • Support to the justice sector • Recruitment and retention of female police officers • Data collection, processing and monitoring systems • GRB process to secure police budget allocations for gender • Right to information initiatives to support community review of police actions and spending patterns

Annex 1. Additional Programme Documentation

The programme on *Supporting Women's Engagement in Peace-Building and Preventing Sexual Violence in Conflict: Community-Led Approaches* is supported by a large body of documentation generated through the programme, including the following:

Castillo, Pablo, '?????', New York: UNIFEM, 2009.

Moser, Annalise, 'Women Building Peace and Preventing Sexual Violence in Conflict-Affected Contexts: A Review of Community-Based Approaches', New York: UNIFEM, 2007.

UNIFEM, 'Women's Participation in Peace Negotiations: Connections between Presence and Influence', New York: UNIFEM, April 2009. *[Is this the review you were referring to?]*

UNIFEM, 'DFID Annual Review', August 2009.

UNIFEM, 'Supporting Women's Engagement in Peace-Building & Preventing Sexual Violence in Conflict: Community-Led Approaches in Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste and Uganda', December 2008.

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UNIFEM, 'Afghanistan: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

UNIFEM, 'Haiti: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

UNIFEM, 'Liberia: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

UNIFEM, 'Rwanda: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

UNIFEM, 'Timor Leste: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

UNIFEM, 'Uganda: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches', 2007.

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Kleppe, Toiko Tönisson, 'Gender Training for Security Sector Personnel – good practices and lessons learned,' *Gender and Security Sector Reform Toolkit*, Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

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Rwanda Defense Force, 'Report on the project of the campaign against Gender Based Violence by the Armed Force,' Kigali, December 2007.

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Rwanda National Police Gender Desk, 'Special Focus on Prevention and Response to Child, Domestic and Gender-Based Violence and Abuse', Kigali: RNP, 2009.

Schulz, Sabrina and Christina Yeung, 'Private Military and Security Companies and Gender', *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008,

UNIFEM, *Progress of the World's Women 2008/2009: Who Answers to Women? Gender and Accountability*, New York: UNIFEM, 2008.

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UNIFEM and UNDP, 'Gender Sensitive Police Reform in Post Conflict Societies', Policy Briefing Paper, New York: UNIFEM and UNDP, 2007.

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United Nations Security Council, 'Resolution 1325,' S/RES/1325, 31 October 2000.

Universidade Nacional Timor Lorosa'e, 'A Final Report: The Presidential and Legislative Debate on Violence Against Women', June 2008.

Endnotes

ⁱ This includes recognition by governments and bilateral agencies (see for example DFID, 'Preventing Violent Conflict', London: DFID, 2006 and CIDA, *Gender Equality and Peace-building: An Operational Framework*, Hull, Quebec: CIDA, 2001); the United Nations (see for example United Nations, *Women, Peace and Security*, New York: United Nations, 2002 and Rehn, E. and E. Johnson Sirleaf, *Women, War, Peace: The Independent Experts' Assessment*, New York: UNIFEM, 2002); and non-governmental organizations (see for example International Alert and Women Waging Peace, *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, London and Washington, DC: International Alert and Women Waging Peace, 2004).

ⁱⁱ General Assembly, 'In-Depth Study on All Forms of Violence Against Women: Report of the Secretary General, 2006', A/61/122/Add.1, 6 July 2006.

ⁱⁱⁱ United Nations Security Council, 'Resolution 1325,' S/RES/1325, 31 October 2000.

^{iv} United Nations Security Council, 'Resolution 1820', S/RES/1820, 19 June 2008.

^v Tara Denham, 'Police Reform and Gender,' *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008, p. 1.

^{vi} Adapted from UNIFEM and UNDP, 'Gender Sensitive Police Reform in Post Conflict Societies', Policy Briefing Paper, New York: UNIFEM and UNDP, 2007, p. 3.

^{vii} Sabrina Schulz and Christina Yeung, 'Private Military and Security Companies and Gender', *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008, p. 4.

^{viii} Denham, 2008, p. 9.

^{ix} Nadine Jubb et al, 'Regional Mapping Study of Women's Police Stations in Latin America', Quito: CEPALES, 2008, p. 10.

^x Reported in Denham, 2008, pp. 9-10.

^{xi} For detailed information on gender and security sector training, see Toiko Tönisson Kleppe, 'Gender Training for Security Sector Personnel – good practices and lessons learned', *Gender and Security Sector Reform Toolkit*, Eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

^{xii} Quoted in Sanam Anderlini and Camille Conaway, 'Security Sector Reform', *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, London and Washington DC: International Alert and Women Waging Peace, 2004, p. 35.

^{xiii} Christiaan Bezuidenhout, 'Performance of Female Police Officers in a Male Dominated Environment: Replacing Myth with Reality,' Institute for Human Rights & Criminal Justice Studies - Second World Conference 3-7 December 2001, Durban, South Africa.

^{xiv} UNIFEM and UNDP, 2007, p. 16.

^{xv} Denham, 2008, pp. 11-14.

^{xvi} Megan Bastick, 'Integrating Gender in Post-Conflict Security Sector Reform', Policy Paper 29, Geneva: DCAF, 2008, pp. 2-3.

^{xvii} UNIFEM and UNDP, 2007, p. 11.

^{xviii} Bastick, 2008, p. 12.

^{xix} See Annalise Moser, 'Women Building Peace and Preventing Sexual Violence in Conflict-Affected Contexts: A Review of Community-Based Approaches', New York: UNIFEM, 2007.

^{xx} This programme has generated a wealth of useful information and documentation around women, peace-building and the prevention of SGBV, including annual reports and six-monthly updates, two-page 'snapshot' updates for each country, a review of community-based approaches, a study on support to women in peace processes and a global review of numbers of women in peace processes; see Annex 1 for details.

^{xxi} Human Rights Watch, 'Shattered Lives: Sexual Violence During the Rwandan Genocide,' Human Rights Watch: New York, 1996.

^{xxii} Human Rights Watch, 'Struggling to Survive: Barriers to Justice for Rape Victims in Rwanda', Human Rights Watch: New York, 2004.

^{xxiii} From the author's interview with Jane Gatete Abatoni, Executive Secretary of the Rwandan Association of Trauma Counselors, July 2009.

^{xxiv} Cited in Elizabeth Powley and Elizabeth Pearson, 'Gender Is Society: Inclusive Lawmaking in Rwanda's Parliament', *Critical Half Winter* 2007, p. 18.

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- ^{xxv} UNIFEM, 'Baseline Survey on Sexual and Gender Based Violence in Rwanda: An empirical analysis of cases of gender-based violence in Rutsiro, Kayonza, Ngororero districts and the city of Kigali', Kigali: UNIFEM, 2008.
- ^{xxvi} Rwanda National Police Gender Desk, 'Special Focus on Prevention and Response to Child, Domestic and Gender-Based Violence and Abuse, Kigali: RNP, 2009, p. 10.
- ^{xxvii} UNIFEM, 'Baseline Survey on Sexual and Gender Based Violence in Rwanda: An empirical analysis of cases of gender-based violence in Rutsiro, Kayonza, Ngororero districts and the city of Kigali', Kigali: UNIFEM, 2008.
- ^{xxviii} Elizabeth Pearson, 'Demonstrating Legislative Leadership: The Introduction of Rwanda's Gender-Based Violence Bill', Washington, D.C.: Hunt Alternatives Fund, 2008, p. 6.
- ^{xxix} Elizabeth Powley, 'Rwanda: The Impact of Women Legislators on Policy Outcomes Affecting Children and Families', Background paper, State of the World's Children 2007, UNICEF, December 2006.
- ^{xxx} Pearson, 2008, p. 6.
- ^{xxxi} Extracted from UNIFEM, *Progress of the World's Women 2008/2009: Who Answers to Women? Gender and Accountability*, New York: UNIFEM, 2008, p. 83.
- ^{xxxii} From the author's interview with Christine Uwamahoro, Assistant Inspector, Rwanda National Police, July 2009.
- ^{xxxiii} Rwanda National Police, 'Narrative Report: For The Project Supporting Women's Engagement In Preventing And Responding To Gender Based Violence And Peace Building', Kigali 20 June 2009, p.15.
- ^{xxxiv} Analysed in USAID, 'Gender-based Violence in sub-Saharan Africa: A review of Demographic and Health Survey findings and their use in National Planning', March 2008.
- ^{xxxv} Cited in Elizabeth Powley and Elizabeth Pearson, 'Gender Is Society: Inclusive Lawmaking in Rwanda's Parliament', *Critical Half Winter 2007*, p. 18.
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- ^{xxxvii} Rwanda National Police, 2009, p.8.
- ^{xxxviii} From the author's interview with Rose Muhisoni, Director of the Gender Desk, Rwanda National Police, July 2009.
- ^{xxxix} Rwanda National Police Gender Desk, 2009, p. 13.
- ^{xi} From the author's interview with Immaculate Ingabire, Coordinator of the Coalition on VAW, July 2009.
- ^{xii} From the author's interview with Grace Igiraneza, Director of the One Stop Centre, Kigali Police Hospital, July 2009.
- ^{xiii} Rwanda Defence Force, 'Report on the project of the campaign against Gender Based Violence by the Armed Force,' Kigali, December 2007.
- ^{xiiii} Ibid.
- ^{xiv} From the author's interview with Emmanuel Butera, Director of Community Policing with the Rwanda National Police, July 2009.
- ^{xv} From the author's interview with Christine Uwamahoro, Assistant Inspector, Rwanda National Police, July 2009.
- ^{xvi} UNIFEM, 'Supporting Women's Engagement in Peace-Building and Preventing Sexual Violence in Conflict: Community-Led Approaches in Afghanistan, Haiti, Liberia, Rwanda, Timor Leste and Uganda', New York: UNIFEM, 2008.
- ^{xlvii} IRC, 'Traditional Justice and Gender Based Violence', research report, 2003, p. 13.
- ^{xlviii} UNIFEM and Asia Pacific Support Collective-Timor Leste, 'Baseline Study on SGBV in Bobonaro and Covalima', Dili: UNIFEM, 2009.
- ^{lix} The Covalima VPU reports that in July 2009, a rape case from 2002 was tried after an eight year wait; the perpetrator was sentenced to jail (from the author's interview with Amalia de Jesus Amara, Police Officer with the VPU, National Police of Timor Leste, August 2009).
- ⁱ Judicial System Monitoring Programme, 'Women in the Formal Justice Sector: Report on the Dili District Court', Dili: Judicial System Monitoring Programme, 2004.
- ⁱⁱ HAK, 'Summary Assessment on the National Police and Local Authorities Including Village Leaders and Community Members', internal report, 2008.
- ⁱⁱⁱ HAK, 'Report on Activity Progress of Protection and Empowerment for Women in the Community, December 2007 – February 2000', internal report, 10 February 2009.

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- ^{liii} From the author's interview with Amalia de Jesus Amara, Police Officer with the VPU, National Police of Timor Leste, August 2009.
- ^{liv} Haburas, 'Final Report on SGV Programme Implementation', internal report, November 2008.
- ^{lv} From the author's interview with Maria Barreto, Programme Manager, and Adelia Guterres, Assistant Programme Manager, Fokupers, August 2009.
- ^{lvi} Fokupers, 'Summary of Cases 200- 2009', Fokupers Database, Dili: Fokupers, 2009.
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- ^{lviii} HAK, 2009.
- ^{lix} From the author's interview with Rogerio Viegas, Programme Manager, and Ana Paula Marçal, VAW Monitoring Specialist, HAK, August 2009; HAK 2009.
- ^{lx} Universidade Nacional Timor Lorosa'e, 'A Final Report: The Presidential and Legislative Debate on Violence Against Women', June 2008.
- ^{lxi} National Investigations Department, 'National VPU and Dili District VPU Joint Conference 16 March 2009: Recommendations', internal report, 2 April 2009.
- ^{lxii} In addition, UNIFEM was approached by the Secretary of State for Security to place a gender adviser within the ministry, as part of a wider process by the Secretary of State for the Promotion of Equality and UNIFEM are working together placing gender advisors at priority ministries.
- ^{lxiii} See DCAF, 'Integrating Gender in Security Sector Reform Assessments, Monitoring and Evaluation: E-Discussion Outcomes', Geneva: DCAF, UN-INSTRAW and ODIHR, 2007.
- ^{lxiv} In Rwanda, informal estimates put the proportion of female police officers at around 10 percent, and in Timor Leste there are 578 women in the PNTL out of a total of 3174 personnel, and only one out of 23 inspectors is female.
- ^{lxv} From the author's interview with two anonymous police women, Timor Leste, August 2009.