

Gender-Sensitive Police Reform in Rwanda and Timor



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

On the cover: Graduates of the thirty-third class of police officers of the Liberian National Police, including 104 female officers during a swearing-in a ceremony.
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Executive summary

Gender-sensitive police reform in context

The importance of implementing a gender-sensitive approach in post-conflict resolution and peacebuilding is now widely recognized. Widespread threats to women's security hamper their participation in these processes; violence against women during or after armed conflicts has been reported in every war zone. These concerns are recognized at the highest levels by the groundbreaking Security Council resolutions 1325 (2000) and 1820 (2008), which call for women's participation in peacebuilding and emphasize the importance of prevention, protection and ending impunity for sexual and gender-based violence (SGBV).

Within this framework, security sector reform (SSR) is a crucial process in the facilitation of peace, security, the rule of law and good governance. Within SSR, a gender-sensitive approach to police reform consists of engaging women agents in peacebuilding and security, as well as addressing gender-specific security concerns such as preventing and prosecuting SGBV. In applying a gender analysis to reform processes, gender-sensitive police reform aims to create a police service that effectively responds to security needs and builds police institutions that are non-discriminatory, encouraging of women's participation at all levels, and accountable to all of their citizens. The key elements of gender-sensitive police reform can be analyzed through a tripartite framework:

- » Response to women's security concerns;
- » Creation of non-discriminatory institutions that encourage women's participation; and
- » Enhanced accountability mechanisms for security institutions and affiliated leadership.

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 peacebuilding 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: the Islamic Republic of Afghanistan, the Republic of Haiti, the Republic of Liberia, the Republic of Rwanda, the Democratic Republic of Timor-Leste and the Republic of Uganda.

This report analyzes the programme's initiatives to support gender-sensitive police reform in Rwanda and Timor-Leste. The initiatives are wide-ranging and tailored to each country's context. In Rwanda, UNIFEM's response package ranges from providing support to 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. The response has also included training and development of SGBV protocols and policies, holistic support for survivors of sexual violence, and a side-step to partnering on gender-sensitive reform with other security sector institutions.

In an effort to promote gender-sensitive police reform processes in Timor-Leste, UNIFEM has taken action to promote local women's oversight through building community-police partnerships, addressing SGBV, and training police to better respond to women's security needs. Additionally, UNIFEM has provided democratic oversight through parliamentary candidates' debates on sexual violence and civilian oversight through survivor input into police policy on SGBV and created an avenue into SSR policy processes.

Successes and challenges

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

- » **Recognition of SGBV as a security issue, and the firm inclusion of SGBV within the police reform agenda:** Almost all police reform initiatives in the two countries in question focus on addressing SGBV, and many initiatives harness multisectoral partnerships. This includes the holistic 'One Stop Centre' for survivors (Rwanda) and multisectoral community referral networks (Timor-Leste). In Rwanda, a legal precedent has been set for the inclusion of SGBV on the security agenda: a 2003 constitutional provision instituted rights equality for all Rwandans and non-Rwandans without gender or age discrimination. Additionally, the objective of the 'justice, law and order sectors' of the Economic Development and Poverty Reduction Strategy was to strengthen the rule of law, promote good governance and engender a culture of peace. The development by the Rwanda National Police of a

policy titled, 'Standard Operating Procedures on Child, Domestic and Sexual and Gender Based Violence,' as well as a training curriculum, demonstrates the prominence that SGBV has taken in the security sector. Timor-Leste recently passed legislation on domestic violence, promoted by the President of the Republic. Additionally, the penal code has recently changed to indicate that domestic violence is a public crime (rather than a semi-public or private matter). Also indicative of the inclusion of SGBV in the security sector in Timor-Leste is the establishment of standard operating procedures to be followed by the national police in SGBV cases.

- » **Engagement of women in oversight of security sector reforms:** This has included community members and survivors working with police to prevent SGBV and feed into a national action plan on gender-based violence (GBV) (Timor-Leste), and female parliamentarians introducing a GBV law (Rwanda).
- » **Breaking the silence on SGBV:** Communication campaigns have been launched in contexts where such issues have been highly taboo. These have included public service announcements by senior security sector personnel (Timor-Leste) and police outreach in communities (Rwanda and Timor-Leste).
- » **Beginning to end impunity:** There are reports of men fearing to commit sexual violence crimes because they know that survivors are reporting crimes 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:** Gender issues have been raised while developing the national security sector policy (Timor-Leste). This is also demonstrated by an invitation to work on gender-sensitive reform with the military (Rwanda), and a recognition of the important work done with the police.

- » **Enhancing the security of women in communities:** Women have better access to specialized police who are trained in processing SGBV cases and assisting survivors according to standardized procedures (Rwanda and Timor-Leste).
- » **Creating a legislative mandate through the criminalization of SGBV:** Legal reform processes have substantiated the development (Timor-Leste) and passing of laws (Rwanda) on SGBV, without which women's reporting of crimes and police efforts are impotent.
- » **Improving women's access to justice:** Better investigation and preparation of SGBV case files by police has enhanced victims' opportunity to access justice in court (Rwanda and Timor-Leste). Generating valuable data on SGBV: Comprehensive SGBV baseline studies (Rwanda and Timor-Leste) have helped to address the scarcity of information on the issue.

These results have been achieved partly as a result of specific strategies employed by UNIFEM and its partners. For example, strategic partnerships with the police have led to key relationships with other security sector institutions. UNIFEM has found that using gender mainstreaming and SGBV frameworks (rather than the more politically sensitive SSR framework) has proved a successful strategy in working on gender-sensitive police reform. In addition, strategic collaboration with leaders has strengthened the top-down commitment to gender-sensitive police reform. Linking gender-sensitive police reform with gender-sensitive legislative reform has also been crucial in creating a mandate for change. UNIFEM has found that reaching and engaging with communities is an important approach within police reform processes.

The analysis of the initiatives presented here highlights a number of challenges associated with the work that has so far been done on gender-sensitive police reform. These include:

- » **Data collection and monitoring systems remain poor.**
- » In many cases, these initiatives have either been executed on a **small scale** or limited to a relatively **short time-frame, which limits impact.**
- » 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 upward impact on policy reform, except in the aforementioned cases of legislative reform.**
- » There is a **considerable backlog of SGBV cases** within the national prosecutor's office.

Ways forward

The success of several initiatives, paired with challenges (including limited capacity and time), suggest the need for significant replication and upscaling of selected elements of the programme. This includes the One Stop Centres and Gender Desk support operations outside Kigali. Training of police in gender issues and SGBV should be extensively maintained in both countries to compensate for personnel rotations and rates of attrition. In Timor-Leste, community-based SGBV-prevention mechanisms and discussion forums require ongoing support and replication.

The highlighted challenges suggest that support for additional aspects of gender-sensitive police reform could enhance the efficacy of the programme. The backlog in the national prosecutor's office in both countries points to a need for additional support within the justice sector with



Policewoman from the Vulnerable Person's Unit launches UNIFEM's baseline study on sexual and gender-based violence, Timor-Leste, August 2009. (Photo: Annalise Moser/UNIFEM)

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, including better documentation and data systems for SGBV case management, is needed.

One key to long-term sustainability of gender-sensitive policing lies in gender-responsive budgeting (GRB), with the aim to secure Government budget allocations for gender within security sector institutions. The effectiveness of GRB initiatives can be enhanced through follow-up measures that would enable communities to track actual versus committed expenditures. Right-to-information provisions support such 'public audit' functions and also facilitate public review of police actions, decision-making, staff deployment and patterns in case management.

1. Introduction

Gender-sensitive police reform in context

Lena, pictured on the cover, hears cases of sexual and gender-based violence (SGBV) daily. 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 an SGBV crime. She works to improve the way such cases are investigated and filed, and she interacts with women and men to help them take control of security concerns in their communities. She faces challenges as a woman in a police service dominated by men, as well as challenges resulting from significant incidence of SGBV and a legacy of sexual violence trauma from the 1975–1999 conflict.

The importance of a gender-sensitive approach to post-conflict conflict resolution and peacebuilding has been recognized at the highest levels by the groundbreaking Security Council resolutions 1325 (2000)¹ and 1820 (2008).² These resolutions call for women's participation in peacebuilding and emphasize the importance of prevention and protection as well as ending impunity for violence against women.³ Threats to women's security frustrate participation in these processes, as approximately one out of every three women has experienced physical, sexual or other abuse in her lifetime. This security threat is

magnified during and after conflict; violence against women in these periods has been reported in war zones worldwide.⁴

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

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

- » Response to women's security concerns;
- » Creation of non-discriminatory institutions that encourage women's participation; and
- » Enhanced accountability mechanisms for security institutions and affiliated leadership.

The fundamental role of any police service is to respond to the security needs of all citizens, which includes maintaining an understanding of gendered security concerns. It is therefore crucial for gender-sensitive police services to recognize SGBV as a critical security need, due to both the scale of the problem and the impact of SGBV on limiting women's engagement in security sector reform, peacebuilding and reconstruction. Survivors of SGBV are often reluctant to report these crimes to police, due to stigma or due to a lack of female police officers. Furthermore, there often exists a pervasive distrust of the police system, particularly when police have been involved in crimes and human rights abuses during and after conflict. This is exacerbated by police and security shortfalls and the response of private security firms which have been associated with human rights abuses and violations of women's rights and security.⁷

Specialized women's police stations (WPSs) or gender units are a popular means of addressing women-specific security needs. WPSs are staffed mainly by female police officers who are specially trained to provide support for survivors of SGBV and to investigate and manage SGBV cases. They often play a role in raising awareness about women's rights within the community.⁸ The WPS model has been particularly strong in Latin America, with 400 WPSs in Brazil alone. A recent study found that scant data have been collected on the impact of these institutions in combating SGBV.⁹ There are, however, preliminary success indicators. In India, the estab-

Box 1. Defining gender-sensitive police reform

Police reform is a core part of security sector reform. It is commonly defined as the transformation of a policing organization into a professional and accountable police service that is responsive to the needs of local communities.⁵

Gender-sensitive police reform is based on the premise that women's and men's socially constructed roles, behaviours and access to power and resources create gender-specific insecurities (such as vulnerability to SGBV) which are exacerbated during and after conflict. Gender-sensitive police reform applies a gendered 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 service that effectively responds to the security needs of all, builds non-discriminatory police institutions, encourages women's participation at all levels, and is accountable to all of its citizens.⁶

lishment of 188 WPSs resulted in a 23 per cent increase in the reporting of crimes against women and children, as well as a higher conviction rate, while family support units in Sierra Leone, which have similar mandates to WPSs, have also seen an increase in reporting and arrests.¹⁰

In responding to women's security concerns, police work must include forging crime prevention partnerships between communities and police; developing standard operating procedures for SGBV cases; and providing a physical and communications infrastructure (including telephone hotlines, vehicles for gender units, and private spaces for interviews and medical examinations). This can be achieved and supported through gender training for police that covers basic gender equality concepts, relevant national and international legislation and conventions, respect for the human rights of women and men, protocols on SGBV, and techniques for interviewing victims of SGBV.¹¹

Reforms have sought to address the police services' institutional goals 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. In the Republic of El Salvador, women represented less than 6 per cent of the post-conflict police service, while in Afghanistan only 40 of 1,500 Kabul Police Academy first class recruits were female.¹² Research has shown that female police officers are less likely to use excessive or deadly force and that they respond more effectively to incidents of violence against women, are better able to facilitate the trust and cooperation required for community policing approaches, and can better defuse and de-escalate potentially violent confrontations.¹³

The period after a conflict can provide a window of opportunity for changes in gender roles, which can support efforts to recruit and retain women in the police service. But even in the post-conflict period, women continue to be constrained by cultural barriers and educational limitations that can prevent them from meeting minimum qualification requirements. The UN Mission in Liberia developed a gender policy for the Liberian National Police under which free high school education is provided to girls who agree to undergo specialized police training after they have received their high school diplomas. Women are guided towards leadership roles, and the Association of Women Police Officers provides support and an organizational base for lobbying women's advancement.¹⁴ Other components that may aid recruitment, retention and advancement of female police include non-discriminatory promotion criteria, family-friendly policies and codes of conduct on discrimination and harassment.¹⁵

Police reforms carried out from the perspective of human security and governance focus on individuals and communities as the ultimate beneficiaries of institutional change. These reforms stress the importance of civilian and democratic

oversight mechanisms¹⁶ whereby women (and men) hold police accountable and feel an increased sense of ownership for police practices and security provisions. This includes capacity-building and support for women in national politics, as well as strengthening their participation in parliamentary defence and internal security committees. It also includes supporting women's participation on police review boards, national human rights commissions and community-police liaison committees.¹⁷ In the Republic of Serbia, the Belgrade Fund for Political Excellence initiated a programme to support women in the defence and interior ministries, in parliament, and those working as political activists or with non-governmental organizations (NGOs). The programme sought to increase the visibility of women in the security sector and strengthen their engagement in its reform.¹⁸

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 among communities, police personnel and police policy makers may also further this goal. In some cases, community oversight innovations can have a dual purpose: fostering accountability and promoting an efficient response to the challenges of limited police budgets in large countries.

UNIFEM's approach to supporting women in building peace and preventing SGBV

The aforementioned 2007 programme of the United Nations Development Fund for Women (UNIFEM), entitled 'Supporting Women's Engagement in Peacebuilding and Preventing Sexual Violence in Conflict: Community-Led Approaches,' works to cultivate women's involvement in peacebuilding and sexual violence prevention efforts.¹⁹

The present study addresses one aspect of this programme: the support for gender-sensitive police reform in Rwanda and two districts of Timor-Leste.

A case study is provided for the initiative in each country, including a background on the conflict and a summary of the relevant SGBV and women's security issues. Each case study then analyzes the achievements of the initiatives to date, examines the reasons why some strategies were successful, and looks at the challenges and limitations that implementers faced. The report concludes by categorizing the overall success factors and challenges of the programme and designating future strategies for replication, upscaling and support designation for neglected areas.

2. Gender-sensitive police reform case study: Rwanda

Background to conflict, SGBV and women's security in Rwanda

During the 1994 genocide in Rwanda, mass rape was used as a weapon of war, affecting an estimated 250,000 women.²⁰ The long-term psychological trauma of this violence cannot be underemphasized. As one senior trauma counselor has suggested, "In Rwanda, the most critical element of security for women is internal, psychological security."²¹

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 the preceding five years, and that one in two women had experienced an act of domestic violence in the preceding 12 months.²² Similarly, a UNIFEM survey found that 31 per cent of 1,056 respondents had been forced by their spouse to engage in sexual intercourse.²³ The survey also demonstrated that many women accept the occurrence of violence in the domestic sphere as normative. This kind of violence includes child defilement, rape and physical abuse, which are the most common types of SGBV cases reported to the police.²⁴

The UNIFEM survey also examined respondents' experiences with the police. Eighteen per cent of SGBV survivors had reported the case to police;²⁵ of those, 71 per cent felt that they were "well received." Thirteen per cent of reported cases were brought to court, and of those, 30 per cent did not result in a conviction. This suggests that one challenge within the security sector is the backlog that limits judiciary capacity to process cases. Additionally, with services concentrated in Kigali and other major towns, women in rural and remote areas have limited access to trained and equipped police, medical and other support services.

Fortunately, a strong political will for women's participation in decision-making processes and increased attention to gender-based violence

(GBV), including sexual violence, has cultivated an enabling environment in Rwanda. This is exemplified by recently passed legislation (see below) that criminalizes rape and domestic violence.

Gender-sensitive police reform initiatives

UNIFEM has instituted a broad support package in Rwanda to supplement police reform initiatives that bolster gender sensitivity. The package ranges in content and substance, and addresses legal, logistical, technical and holistic support to GBV survivors and the institutions that support their needs.

Gender-based violence law

One of Rwanda's key achievements is the passage of legislation criminalizing GBV. Female parliamentarians, with UNIFEM support, succeeded in improving governance by enhancing collaboration between civil society and Government.²⁶ The result was the passage in 2009 of the 'Law on the Prevention, Protection and Punishment of Any Gender Based Violence,' (hereafter, the GBV law) which constitutes a good example of GBV legislation. The law defines specific types of GBV, including polygamy and rape; prescribes punishments; and addresses crimes committed during and after the genocide.²⁷

The Rwandan GBV law is also valuable as an example of a bill initiated by female parliamentarians. It is the only piece of Rwandan legislation since 2003 to be introduced by Members of Parliament, rather than by the executive branch. The policy-making process was participatory: led by the Forum of Rwandan Women Parliamentarians (FFRP), it included efforts to "gather information, solicit input, and sensitize citizens as well as other lawmakers to the problem of gender-based violence." As a result, the GBV law was the "product of a strong relationship between legislators and their constituents."²⁸ The FFRP's engagement with male colleagues is also notable: they were invited to join public consultations

and encouraged to co-sponsor the bill, which promoted a gender-conscious approach to legislative change and attention to GBV as not just a 'women's issue.'

While the GBV law signifies a major achievement for Rwanda, there remains an urgent and widespread need to sensitize community members as well as police, judges and other security sector actors about the existence and content of the law.

Gender desk, Rwanda National Police

The Gender Desk at the Rwanda National Police Headquarters in Kigali has driven an integrated package of initiatives to improve women's access to security and GBV services. Established in 2005, the Gender Desk is staffed by three police officers and three junior police officers. It is responsible for handling cases of GBV: 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:

Training for police: In 2008, the police produced standard operating procedures on GBV with input from community members and other stakeholders. Police station commanders have been trained in these procedures, and GBV curricula and training manuals have been developed and distributed in the two Rwandan police training schools. Evaluation of the curriculum has not yet been possible because recruits have yet to complete their training. Both training programmes address appropriate methods for handling and investigating GBV-related cases, and some police have also received specialized training in psychosocial counselling for survivors. The training manuals have been shared with other UNIFEM Country Offices participating in the programme for adaptation and replication.

Challenges remain in the field of GBV police training. The training manual has yet to be translated into the local dialect, Kinyarwanda, and there is a high turnover rate, with specialized and trained police officers often being reassigned to unrelated posts. This could be addressed by increasing GBV training, human resources and compensation. Another challenge is that many police officers continue to be unfamiliar with the appropriate protocols for receiving and processing GBV cases. For example, one NGO worker spoke of a 13-year-old girl who had been raped, but who was accused by the police of telling lies and asked how she could accuse an adult man of “such things.”

GBV officers: Police officers specially trained on GBV cases have been placed in each of the 69 police stations in the country, ensuring that women have decentralized access to specialized support. UNIFEM has also provided some of the GBV officers with essential equipment, including desks, computers, motorcycles 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 GBV per week, many of which are referred to her through either GBV Committees or Community Policing Committees. Ms. Uwamahoro believes that the presence of GBV officers at the police station and in community committees have helped make women feel more secure in coming forward and reporting cases of GBV.³⁰

Specialized facilities, communication campaigns and police capacity-building have been expected to demonstrate an increased rate of GBV reporting, GBV cases brought to court and successful prosecutions. However, the actual results are mixed. Police records of reported cases show an increase in reporting from 2006 to 2007.³¹ There were 403 cases of rape reported in 2006 compared to 514 reported cases in 2007. Similarly, 321 cases of physical abuse were reported in

Box 3. Rape case handled by 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.”²⁹

2006 compared to 478 in 2007. These numbers decreased in 2008, however, with 388 reported cases of rape and 106 cases of physical abuse. Data from the General Prosecutor’s Office show that there has been a decrease in the number of GBV cases brought to court, but an increase in cases being adjudicated (see Table 1). This might be explained by the persistence of backlogged rape-related cases in the courts, which may discourage survivors from reporting. Another possible explanation for the decline in cases is the physical difficulty in bringing these types of crimes to trial, particularly when they have occurred far from the court itself. This obstacle is being addressed through a programme in which courts are given allowances to transport judges and registrars to rural areas in order to deliver summons and judgements.

These nationwide figures seem surprisingly low. The Rwanda Demographic and Health Survey in 2005 found that 30.7 per cent of women aged 15 to 49 had experienced physical violence in their lives, and 12 per cent had been raped,³² while the aforementioned MIGEPROFE study from 2004 found that one in three women had experienced physical or verbal abuse in the preceding five years.³³ Due to variations in data collection and sampling

techniques, these figures are difficult to compare; it is plausible that high rates of SGBV continue to exist in Rwanda, but that they are not reported to police in numbers that reflect the true incidence of the crime: continued challenges in infrastructure, normative perceptions of GBV and general misinformation about procedures may have prevented a demonstrated improvement in the number of cases reported and processed in court.

While GBV officers have good training and skills, they still lack access to adequate physical resources and equipment. This is particularly relevant outside of Kigali, where there are significantly fewer resources and services available for survivors of GBV.

Free telephone hotline: This service provides survivors of GBV a direct channel of communication to the police. The hotline number connects callers to a trained Gender Desk staff member who is able to provide advice, contact information or referrals to the nearest police station, courts or NGOs.

The free hotline has proved popular and effective; usage records have risen from 285 calls in 2006 to 407 in 2008.³⁵ Physical abuse and rape are the most common types of crimes reported through the free hotline, which has been used

by survivors as well as by their neighbors, local leaders, family members and occasionally children reporting domestic abuse of their mothers. There are several challenges: the phone is not always monitored by trained Gender Desk staff, especially at night; and the line is often busy.

Communication and awareness-raising: The Gender Desk is also engaged in a broad-based campaign to raise awareness of GBV through outreach in churches, local authorities, women's councils, primary and secondary schools, and using a variety of media (television, radio, brochures, calendars and posters).

Rose Muhisoni, Director of the Gender Desk, believes that one of the key successes of the programme has been in "breaking the silence" on GBV. As a result, women are able to speak out and to understand and claim their rights.³⁶ After a community sensitization session, one middle-aged woman from Kigali "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."³⁷ Nonetheless, despite protective and preventative legislation and services, there remains a strong 'cultural'

Table 1. Cases of GBV brought to the General Prosecutor's Office, Rwanda 2007–2008³⁴

Cases	2007	2008
Cases pending from previous year	1,631	1,110
New cases referred by police	3,123	2,756
Cases brought before court	1,829	1,555
Cases closed due to lack of evidence	734	1,086
Cases still pending at end of year	2,191	2,747
Adjudicated cases	1,540	2,527

barrier that prevents women survivors of GBV from coming forward to the police or other service providers.

'One Stop Centre' for survivors of GBV

The Gender Desk of the Rwanda National Police has joined with Kigali's Kacyiru Police Hospital, the General Prosecutor's Office and other service providers to create a 'One Stop Centre' for survivors of domestic, child and gender-based violence at the Police Hospital. Launched in 2009, the Centre provides multisectoral support to survivors, including space and resources to file their case, undergo a medical examination, receive psychosocial counselling and submit their legal file to the General Prosecutor's Office. All of these services are supported by specialized personnel and are free of charge. A safe room with five beds is available for temporary emergency accommodation for survivors. Recently, another One Stop Center has begun operating in Gihundwe Hospital, located in Rusizi District in Western Province. The plan is to have at least one One Stop Center in each province. The country is divided into five provinces, including the City of Kigali.

Logistical and financial resources—as well as time—are required for survivors to gain access to existing services. As such, the One Stop or 'Isange' Centre (meaning 'feel welcome and free' in Kinyarwanda) will help survivors save time, alleviate stress and receive streamlined support services. Immaculate Ingabire, coordinator of the Rwandan Coalition on VAW, emphasized, "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."³⁸

The director of the One Stop Centre, Dr. Grace Igiraneza, expects the major challenge will be overloading, as this is the first such centre in the country. If this happens, there may be delays, long waiting times and shortages of medication and supplies.³⁹ These facilities will only be avail-

able to those women living in or near Kigali, but there is potential for future replication elsewhere in the country.

Rwanda Defence Force Gender Desk

Derivative of the innovations of the police service, the Rwanda Defence Force (RDF) has also established a Gender Desk supported by UNIFEM through DFID Rwanda funds. The interventions of the police and RDF reinforce one another to more effectively support security sector response to GBV cases and enhance services to survivors.

Since it became fully operational in 2008, RDF Gender Desk officers have conducted trainings on gender equality, women's human rights and BGV for close to 5,000 RDF members, including military officers, cadets at the military academy, ex-combatants and local defense forces, and to civilians. These activities have been carried out in three of Rwanda's five provinces.⁴⁰ The desk has also trained gender focal points at the district level and supported the creation of anti-GBV clubs. By engaging the private sector in the campaign to combat GBV, the leading mobile phone company now provides a free hotline to report GBV cases that potentially implicate the military.

Reports of GBV to the RDF have increased since the Gender Desk was established.⁴¹ One of the reasons for the success of this initiative is local military deployment and 24-hour patrol; consequently, the RDF is well placed to locate and respond to GBV issues and military staff are sometimes present when and where police are not. In addition, training officers for peacekeeping missions, increasing the number of women deployed and enhancing the ability of peacekeepers to combat GBV have influenced recruitment and deployment of female Rwandan police officers to peacekeeping missions such as the African Union/United Nations Hybrid operation in Darfur.

Community Policing

Community policing, although not yet supported by UNIFEM, aims to fight crime by fostering partnerships with the community. The United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) defines community-based policing as “a common strategy when implementing police reform as it places emphasis on closer police–community working relations, finding new ways to solve crimes and maintain order, and improving community safety.”⁴²

In Rwanda, this strategy combines Community Policing Committees appointed at the community level with Community Policing Liaison Officers at the sectoral level. According to 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.”⁴³ 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. Ac-

ording to one GBV Officer and former Community Policing Liaison Officer, the community dialogue processes have made women more aware of their rights, and that men are more reluctant to abuse their wives because women are more inclined to report domestic crimes to the police.⁴⁴

While this initiative is an innovative approach to empowering communities to participate in ensuring their own security needs, there are a number of challenges. Because committee members are generally appointed, rather than elected, and are drawn from active communities, they may not be regarded as objective decisionmakers. Additionally, committees often aim to mediate, reconcile and resolve GBV cases within the family, rather than referring them for filing as a penal case. This challenge highlights the need for gender training, GBV case management, police referrals and other support services. Finally, very few women are members of Community Policing Committees (exact figures are not available, as sex-disaggregated data for Committee members and Community Policing Liaison Officers have not been 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 a frequently reported crime, yet few cases are successfully brought to trial and of those, women rarely receive redress in court.⁴⁵ During the Indonesian occupation (1975–1999), acts of SGBV including systematic rape, torture and sexual slavery were used as a weapon of war. While there are few data on the current extent of SGBV in Timor-Leste, a 2003 study found that 51 per cent of women reported feeling unsafe in their spousal relationship within the previous 12 months, and 25 per cent had experienced violence from an intimate partner.⁴⁶

A study commissioned by UNIFEM in the two western border districts where the aforementioned programme is being implemented—Covallima and Bobonaro—found that power inequalities, rooted in a patriarchal social structure, are a major factor in women's experience of insecurity and violence. Today, the most common manifestations of SGBV in the two districts are rape, incest, sexual harassment and 'gifting', where women or girls are presented as 'gifts' for official guests visiting the community.⁴⁷ Women in the border districts are also reportedly vulnerable to trafficking into town centres, including the capital Dili, as well as across national borders.

The formal justice system faces multiple constraints, including a shortage of court personnel, a lack of DNA testing facilities and logistical difficulties in accessing the courts. This results in an extreme backlog of cases; the study found that the majority of SGBV cases that have reached the formal courts are still pending, or have been cancelled or dismissed due to lack of evidence.⁴⁸ Among the studies that have been con-

ducted on this topic is the 2003 study conducted by the Judicial System Monitoring Programme, which found that during the two months of monitoring, 'women-related' cases represented 55 per cent of all criminal hearings scheduled for the Dili District Court. Of these, 78 per cent were sexual violence cases. In only 16 per cent of the 'women-related' cases did hearings proceed, and no decisions were delivered by the Court.⁴⁹ Partly as a consequence of the constraints on this process, many victims of SGBV turn to traditional justice mechanisms that rely on customary law, where local leaders (almost exclusively male) mediate conflicts through dialogue and offer resolutions through recognition of guilt. Justice is enacted by means of paying fines to the survivors' family through a variety of traditional rituals. Flaws of this system include its domination by male community leaders, and the fact that the survivor is neither consulted nor included in the decision making. In addition, emphasis is placed on family reconciliation, and fines are paid to the survivor's family rather than to the survivor herself.

Another UNIFEM-commissioned study assessed the role of the National Police of Timor-Leste (PNTL) in addressing sexual violence and found that community members in Covalima and Bobonaro believe that few PNTL employees “do a good job.”⁵⁰ Respondents not only critiqued PNTL personnel’s lack of understanding regarding their community roles and responsibilities, but accused police officers themselves of engaging in sexual harassment and committing sexual assault. Community members felt that most survivors of SGBV would prefer to be assisted by female rather than male police officers. The assessment revealed that community members believe the police must urgently develop capacity and skills to handle SGBV cases and assist SGBV survivors, which provides a strong community-driven mandate to work in this area.

Gender-sensitive police reform initiatives

As noted above, in Timor-Leste, UNIFEM’s support for gender-sensitive police reform processes has focused on the districts of Covalima and Bobonaro. Actions have included promoting local women’s oversight and agency through mechanisms by which community members can partner with police and address SGBV, as well as training police to better respond to women’s security needs. Support has also included democratic oversight through parliamentary candidates’ SGBV debates and survivor input into police policy on SGBV, which also develops an avenue into SSR policy processes.

Training in SGBV for police

UNIFEM supported the training of PNTL officers in human rights and gender issues related to SGBV cases in order to improve the capacity of the police to respond to women’s security needs. Training workshops were conducted by the human rights NGO *Hukum, Hak Asasi, Keadilan* (HAK: Law, Basic Rights and Justice), in 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 and 30 per cent of participants were female.

The training focused on legal provisions, needs of SGBV survivors and the duties and responsibilities of service providers such as the police and court officials. Participants demonstrated an understanding of survivors’ rights, methods of SGBV investigation (including collecting information from survivors) and the types, causes and impacts of SGBV. Through case studies and role play, police officers were able to vicariously experience the roles of the survivor, witness and village chief. This process triggered feelings of empathy and understanding among police personnel, who suggested that female survivors of SGBV might feel more comfortable dealing with female police officers. Three months later, HAK found through interviews and anecdotal testimonies that participating officers had felt the training was useful and were implementing their knowledge on handling SGBV cases (no exact data are available).

In Covalima, police had received a number of SGBV complaints, 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 survivors. I now send every case reported to me to the tribunal—and I am receiving a lot of reports.”⁵²

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

A number of challenges are associated with train-

ing police in SGBV issues: It was not possible for police to undertake planned training on standard operating procedures and internal reporting procedures, as these were still being developed at the time of the training. Individuals sent for training are not always those who are directly responsible for responding to SGBV cases. Moreover, there is a high turnover among police personnel, which means that new staff need regular training. Finally, for most participants the training was an *introduction* to SGBV issues; there is a need for additional courses with ongoing follow-up, especially concerning specific procedures for handling SGBV cases. This need is illustrated by the fact that police in Bobonaro in particular have not been as successful in systematically handling SGBV cases appropriately (see below).

Community discussion forum on SGBV involving the police

The women's rights NGO *Fokupers* launched a monthly SGBV discussion group with police and other community members from Covalima and Bobonaro districts, which the community continued to lead after the NGO's intervention concluded.⁵³ Initially, the discussion forum consisted of around 25 individuals from the Vulnerable Persons Unit, village councils, NGOs, the district hospital, local government, churches and wom-



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

en survivors of SGBV. Discussion topics included gender and women's rights and issues relating to SGBV within the community.

After *Fokupers* concluded their work, the monthly forum's discussion of SGBV cases and services led the Covalima community to establish its own referral network to support survivors. Community members meet regularly to share information and link existing services: the district police VPU, NGOs providing legal and psychosocial support, and the district hospital. Through the referral system, community members seek to establish SGBV as a crime that should be reported, rather than a private issue, in an effort to increase reporting of SGBV cases.

The referral network is supported by a community-generated communication campaign, which includes radio programmes, a monthly bulletin and an information board disseminating facts about SGBV, women's rights (as outlined in the Convention for the Elimination of all forms of Discrimination against Women), and the appropriate process for handling SGBV cases through the police, prosecutors and courts.

To date, the forum and referral network have helped to increase SGBV reporting to the police and the referral network (see Table 2 for cases reported to *Fokupers* at the national level), with survivors describing that they felt more able to come forward. This can be attributed partly to the good working relationship and coordination among local leaders, police and other partners. In Covalima, the police from the VPU developed their understanding and practices regarding the correct procedure for handling SGBV cases. This included strengthening the need to proceed with the case regardless of an individual officer's personal assessment, expanding knowledge around how to carry out investigations, and referring survivors to services such as shelter and medical or psychosocial support.⁵⁴

A number of challenges remain. In contrast to the positive example in Covalima, *Fokupers* staff noted that in Bobonaro, the police were passive

in the monthly meetings and continue to handle SGBV cases inappropriately by demonstrating a preference for resolving rape and domestic violence cases within the family. NGO workers report that in some cases, police will only respond to survivors who show obvious signs of physical injury. 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.”⁵⁶ This indicates a lack of awareness of correct procedure, legislation and regulations and indicates the continued influence of patriarchal societal beliefs in place of rule of law. Together, these findings compel the urgency for ongoing and up-scaled police training. One factor behind the discrepancy between the outcomes of the initiative in the two communities is the greater availability of services in Covalima, which houses courts and United Nations Police mentors.

A final challenge is the lack of human and financial resources available to service providers. There are reports from both districts of injured SGBV survivors being pushed in home-made carts to local authorities or hospitals due to a lack of access to transport. This presents a challenge to the sustainability of the monthly SGBV forum as service providers struggle to cover the minimal costs associated with transport and the time spent at meetings. *Fokupers* is working with the discus-

sion group to help them continue functioning and seeks to incorporate the forum into the work of the local government, where it could receive resources allocated from the municipal budget. For now, the monthly forum continues without direct external support. Information-sharing meetings occur regularly and the VPU continues to visit communities and provide information about SGBV. This demonstrates a continuation of the typical work of police and other service providers, as well as ongoing attendance by those who have the resources. For the reasons outlined above, however, this is unlikely to be sustainable in the long term without external support.

Legislative reform: Law against domestic violence and revision of the Penal Code

The security sector in Timor-Leste requires substantial legislative reform in order 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 questioned the use of reporting such violence, since there was no law to protect them. Women at the community level have actively expressed their desire for legislative reform of SGBV protections and services.

Revisions of the Penal Code were approved by the Parliament in May 2009 and include provisions on rape. The Law Against Domestic Violence, which

Table 2. SGBV cases reported to *Fokupers*, Timor-Leste, 2006–2009⁵⁵

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

had been in preparation for several years, was approved by the Council of Ministers in August 2009 and passed in May 2010. The President promulgated the Law on 21 June 2010.

Community SGBV prevention mechanism involving the police

UNIFEM supported the human rights NGO HAK to facilitate a workshop in Covalima in November 2008 that engaged community members in designing their own prevention mechanisms for SGBV. The initiative combined 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 police VPU as well as community police, local authorities, judicial actors, local NGOs, youth representatives, faith-based organizations and women survivors of SGBV.⁵⁷ During this process, the group developed community prevention mechanisms for SGBV which emphasized the need for collaboration, information and resource sharing, as well as joint responsibility for addressing SGBV in the community (see Box 4).

Several elements have already been implemented, including fostering cooperation among police, local authorities and community members, and the dissemination of information to the community. However, while the mechanism itself can be self-sustaining, service providers have limited resources and therefore their work will be negatively affected 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.' Timor-Leste President José Ramos Horta and Prime Minister Xanana Gusmao, UN Special Representative of the Secretary-General Atul Khare, and a number of commanders of the Army and the PNTL have all participated in the campaign, which included

dissemination of posters and public service announcements. This has raised the visibility of SGBV in the media and public debate. The posters with photographs of key leaders are in high demand in the target districts of UNIFEM's SGBV and peacebuilding programme. They have also been picked up by the global UN Action Against Sexual Violence in Conflict campaign website (www.stoprapenow.org).

Presidential and legislative debates on SGBV

In 2007, a series of national public debates provided forums for future elected officials to articulate their vision for addressing SGBV through security sector reform.⁵⁹ UNIFEM supported three debates among presidential candidates, political party leaders and women parliamentary candidates, which were broadcasted on radio and television.



Inspector Afonso de Jesus, Deputy Commander of the PNTL in a poster to "End Violence Against Women.": Photo: Chris Parkinson/UNIFEM.

Almost all candidates raised issues related to the security sector, including legislative reform through the Law Against Domestic Violence, the

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:

- » Raising community awareness around SGBV through media, including community radio, school curricula (teachers to students) and churches;
- » Community sensitization and information distribution by police and other authorities regarding existing laws and the criminal nature of rape and domestic violence;
- » Development of trust and strong working relationships among police, local authorities and community members to encourage citizens to report cases; and
- » Creation of a positive working environment, cultivated by local authorities, with innovative or productive activities for community members to positively engage others in non-violent activities.⁵⁸

criminalization of polygamy and the reform of tribunal and judicial systems. Many argued for a stronger national women's machinery. They also spoke of the importance of raising awareness, improving men's attitudes and increasing capacity-building for women. After the debates, most participants acknowledged the National Armed Forces, the PNTL and the United Nations Police for their support during the campaign period.

Aside from upgrading the national women's machinery to the level of Secretary of State for the Promotion of Equality, the extent to which these visions have been implemented since the elections remains to be seen. UNIFEM is continuing its support by maintaining synergies with the Integrated Programme for Women in Politics and Decision Making, following up on commitments made through the women's wings of political parties, and supporting elected national women leaders and other parliamentarians. In recent village (*suco*) elections, 10 women were chosen as

village leaders (out of 48 candidates in 442 villages). This represents an increase from previous village elections, in which seven women were elected to be leaders.

Vulnerable Persons Unit engaging survivors in SGBV reforms

Survivors of SGBV were able to provide input on police policy 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.'⁶⁰ The conference, supported by UNIFEM and hosted by the National VPU and the Dili District VPU, brought together police, local authorities, NGOs, UN agencies and survivors of SGBV. At the conference, the groups developed strategies to improve the VPU service, as well as its response to gender-based violence crimes. The conference also fed into the development of the PNTL 3–5 National Action Plan on sexual and gender based violence.

During these discussions, participants raised issues like the need for increased police training and stronger implementation of laws relating to SGBV crimes. They also addressed the need to improve monitoring of domestic violence crimes, change the community's attitude towards the police, increase police confidentiality on SGBV crimes, and disseminate information at the community level regarding types of SGBV and relevant laws. For each of these concerns, the PNTL noted potential mechanisms for response. In this sense, the conference constituted an important forum for survivors as well as service providers to aid in the development of police reforms on SGBV issues.

Gender inputs into security sector reform roundtables

UNIFEM is participating in a series of roundtable discussions to inform a national security policy, which forms a strategic link to the broader SSR agenda in Timor-Leste. Convened by the

Secretary of State for Security, the Secretary of State for Defence, the United Nations Mission in Timor-Leste and the United Nations Development Programme (UNDP), the August 2009 SSR Roundtables provided a forum for Government and civil society to identify potential threats to national security, and pinpoint existing and potential solutions.

The draft National Security Policy distinguishes gender mainstreaming as a specific component of strengthening security. This is reflected in the first

two roundtables on ‘security and development,’ where gender was included as a specific topic for discussion. UNIFEM brought attention to the causes and impacts of SGBV as a critical security concern and pressed 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 cross-cutting gender perspective to the discussions.

4. Conclusion

Successful strategies

The preliminary achievements and positive outcomes of UNIFEM’s support for gender-sensitive police reform initiatives have been outlined in Box 2, and discussed in detail in the preceding two sections. Addressed now are the successful strategies employed by these initiatives, and the ‘ways of working’ that contributed to the achievements of the programme.

» **Strategic relationships with the police can lead to key partnerships with other security sector institutions.** In Timor-Leste, UNIFEM’s work with the police strengthened the partnership with the Secretary of State for Security⁶¹ and led to UNIFEM’s engagement with the drafting of the National Security Policy. In Rwanda, the successful and high profile work with the police Gender Desk led to an innovative partnership with the Rwanda Defence Force and facilitated the development of strategic partnerships with donors, Government, UN agencies and civil society. Study tours from around Africa have visited the police Gender Desk, creating international partnerships as well as South–South learning.

» **Reaching out to and engaging with communities** is an important component of police reform processes. Important elements of SSR initiatives include focusing on service delivery at the grassroots and community level and engaging communities in partner-

ships and joint work. In efforts to make police services reach women in communities (for example, by 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. Engaging community members to work with police and share responsibility for preventing and responding to SGBV empowers citizens to tackle their own security needs.

» **Strategic collaboration with leaders** strengthens top-down commitment to gender-sensitive police reform. In Timor-Leste, the prominent role of male leaders in an anti-SGBV communication campaign raised the profile of the campaign and demonstrated the commitment of community leaders to women’s security concerns. A similar result was achieved in Rwanda through high-level collaboration facilitated by the police Gender Desks, and with male and female parliamentarians in the development of the GBV law.

- » **Focusing on gender mainstreaming and SGBV frameworks** (rather than SSR) has proved to be a successful strategy to effect gender-sensitive police reform. Virtually all of the initiatives discussed used either SGBV or gender mainstreaming as their entry points, seeking to prevent SGBV, improve handling of SGBV cases and services to survivors, or integrate concepts of gender equality into police work.
- » **Linking gender-sensitive police reform with gender-sensitive legislative reform** is crucial in the mandate for change. While legislative reform falls under the broader area of security sector reform rather than police reform, it is critical to pursue the development of relevant legislation *in tandem* with other initiatives. SGBV legislation provides a mandate for police to combat SGBV, as well as a forum for women to report abuse.

Challenges

Analysis of the initiatives presented in this paper also highlights a number of challenges:

- » **Data collection and monitoring systems remain poor.** There are few sex-disaggregated data on police personnel and data regarding reporting of SGBV. Prosecution and sentencing of SGBV cases appear to be *ad hoc*. There are even fewer data on community policing and community referral networks. As such, it is difficult to measure the success of these initiatives, and to identify problems. This points to a broader need for integrating gender into assessment, monitoring and evaluation of security sector reform processes.⁶²
- » In many cases, these initiatives have been effectuated on a **small scale** or limited to a relatively **short time-frame**. In both Rwanda and Timor-Leste, while training for police has been crucial, it has only targeted a small proportion of the police service. Support of service provisions have been focused in Rwanda's capital and in only two vulnerable districts

in Timor-Leste; there remain urgent needs in rural areas. The short time-frame has meant that several initiatives have not had time to become firmly established, especially in the case of community-based processes.

- » None of these initiatives has directly addressed the **recruitment and retention of female police officers**, a key element of gender-sensitive police reform. While specific sex-disaggregated data on police recruitment are not available in either country, it is clear that the proportion of female police officers is low, especially at senior levels.⁶³ Moreover, there is significant dissatisfaction with the transparency of the promotion system.⁶⁴ In both countries, a cultural barrier impedes women from joining the police service, which is not regarded as an attractive career option for women.
- » There is **little evidence that community-based initiatives have an impact on policy reform**. This is partly a consequence of timing and pace, as activities that operate in and are 'led' by the community require time and sustained support to demonstrate their effectiveness.
- » In both countries, there is a considerable **backlog of SGBV cases** in the General Prosecutor's Office. As such, although more SGBV cases are reaching the Prosecutor's Office, many survivors are not yet receiving justice.

Ways forward

The strategies and challenges outlined above suggest several possible ways to enhance future programming on gender-sensitive police reform.

The success of several initiatives despite the constraints of their limited scale and time-frame suggests the need for significant replication and upscaling of selected elements of the programme, including: supporting the One Stop Centres and the Gender Desk operations outside Kigali; providing ongoing support to and

replicating community-based SGBV prevention mechanisms and discussion forums in Timor-Leste; and training police in gender issues and SGBV in both countries (partly to compensate for personnel rotations and attrition).

The challenges highlighted suggest that support for additional aspects of gender-sensitive police reform could enhance the efficacy of the programme. The backlog in the national prosecutor's office in each country suggests a need for additional support within the justice sector to enable effective prosecution of SGBV cases. Efforts to support the recruitment and retention of female police officers are also needed in both countries. Increased attention to 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 the long-term sustainability of

gender-sensitive policing lies in gender-responsive budgeting (GRB) that would secure Government budget allocations for gender within security sector institutions. The effectiveness of GRB initiatives is enhanced when follow-up measures enable communities to track actual versus committed expenditures. Right-to-information provisions support such 'public audit' functions, and also facilitate public review of police actions, decision-making, staff deployment (recruitment and promotion of female officers), and patterns in case management.

Table 3, below, summarizes these successful strategies, remaining challenges, and suggested ways forward, including replication and upscaling as well as support for new types of initiatives. A gender-sensitive approach to police reform is essential to ensure women's equal participation in the security sector, engender police institutions and respond to women's security needs.

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 » 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 time-frame » Not addressing recruitment and retention of female police officers » Little evidence of community-based initiatives affecting policy reform » Backlog of SGBV cases within the prosecutor's office
Possible ways forward	
<p>Replication and upscaling:</p> <ul style="list-style-type: none"> » One Stop Centres » Police and military Gender Desks » Training of police in issues surrounding gender and SGBV » Community-based SGBV prevention mechanisms and community-based discussion forums 	<p>Support to new areas:</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

Bolstered by the mandate provided by Security Council resolutions 1325 (2000) and 1820 (2008), the lessons from UNIFEM's work in Rwanda and Timor-Leste can be used to inform future efforts towards gender-sensitive police reform in other conflict-affected countries.

Annex 1. Additional programme documentation

The programme '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:

- Moser, Annalise, 'Women Building Peace and Preventing Sexual Violence in Conflict-Affected Contexts: A Review of Community-Based Approaches,' UNIFEM, New York, 2007.
- UNIFEM, 'Women's Participation in Peace Negotiations: Connections between Presence and Influence,' New York, April 2009.
- — —, 'DFID Annual Review,' August 2009.
- — —, '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.
- — —, 'Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches,' 2007.
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- — —, 'Liberia: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches,' 2007.
- — —, 'Rwanda: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches,' 2007.
- — —, 'Timor Leste: Supporting Women's Engagement in Peace Building and Preventing Sexual Violence: Community-Led Approaches,' 2007.
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