



**TIMOR-LESTE NATIONAL POLICE
PNTL GENERAL COMMAND**

GENDER STRATEGY 2024-2028

TIMOR-LESTE NATIONAL POLICE

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WITH SUPPORT FROM



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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CPC	Community Policing Council (Konsellu Polísiamentu Komunitáriu)
CSP	Conselho Superior da Polícia
DAPV	Departamento de Apoio a Pessoas Vulneráveis (Support for Vulnerable Persons Department)
GBV	Gender-based violence
LADV	Law Against Domestic Violence
NAP 1325	National Action Plan for UN Security Council Resolution 1325 on Women, Peace and Security
NAP GBV	National Action Plan to End Gender-based Violence
OPS	Official Suko Police
PNTL	National Police of Timor-Leste
SOPs	Standard Operating Procedures
TLDPD	Timor-Leste Police Development Program
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNSCR 1325	United Nations Security Council Resolution 1325 on Women, Peace, and Security
WPS	Women, Peace and Security





FOREWORD

FOREWARD

“AS THE COMMANDER GENERAL OF THE PNTL, I AM PROUD TO OFFICIALLY LAUNCH THE PNTL GENDER STRATEGY 2024-2028. THIS STRATEGY IS OF VITAL IMPORTANCE TO THE PNTL, AS IT STRENGTHENS OUR COMMITMENTS TO PROMOTING WOMEN’S PARTICIPATION AND GENDER EQUALITY.”



The ‘Strategy Plan of the National Police of Timor-Leste (2023-2030)’ envisions a transformative change in policing. The National Police of Timor-Leste (PNTL) strives to maintain peace, security and stability in Timor-Leste by upholding the rule of law and providing professional, inclusive and gender-responsive services to protect the rights and freedoms of all individuals across the nation. The development and implementation of the ‘PNTL Gender Strategy (2024-2028)’ stands as a cornerstone of our commitment, placing gender equality at the forefront of our organizational missions and aligning seamlessly with the overarching strategic goals set forth in the Strategy Plan of the PNTL (2023-2030). It **aligns with the PNTL Gender Equality and Inclusion Cabinet’s mandate outlined in Article 28 of the PNTL organic law (Decree-Law No. 34/2024 of 18 October):**



To propose and disseminate good practices pertaining to gender equality, inclusion, and non-discrimination and contribute to the formulation and assessment of internal policies and norms.



To promote the implementation of United Nations Security Council Resolution 1325 (2000) and the ‘Timor-Leste National Action Plan 1325 on Women, Peace and Security’.

Articles 16 and 17 of Timor-Leste’s Constitution ensure equality before the law, prohibit discrimination and safeguard women’s rights. Promoting gender equality is an indispensable component of effective policing. By acknowledging the importance of increasing women’s representation within the institution and promoting gender equality and inclusiveness in our interactions with the community, we reinforce the foundations of trust and integrity upon which our mission stands.

The ‘PNTL Gender Strategy (2018-2022)’ served as the first framework to strengthen gender mainstreaming in policies and strategies within the PNTL. In 2023, the PNTL assessed the progress of the first Gender Strategy’s implementation. Training programmes on gender equality, women’s leadership and preventing and responding to gender-based violence increased awareness of gender issues within the institution.

Other progress includes expanded uniform options for women to meet practical and operational needs (including pre-natal uniforms for pregnant officers), the adoption of standard operating procedures (SOPs) for handling and reporting workplace sexual harassment cases.

Additionally, the PNTL organic law (Decree-Law No. 34/2024 of 18 October) contributes towards advancing gender equality within the PNTL by institutionalizing the status of the Gender Equality and Inclusion Cabinet as an advisory body to the Commander General (Articles 24 and 28). The Decree-Law No. 35/2024 of 18 October stipulates that police officers must carry out their duties without discrimination based on gender or sexual orientation (Article 17 (b)).

Under the second generation of the ‘Gender Strategy (2024-2028)’, the PNTL will leverage this groundwork and strengthen strategic interventions to address barriers to the promotion and recruitment of female police officers and advance women’s empowerment and representation within the security force. The Gender Strategy will also promote targeted, systematic and sustained investments in strengthening sexual harassment and abuse prevention and response mechanisms, in implementing trainings and dialogues to promote transformative attitudes and norms towards gender equality within the institution, and in providing gender-responsive policing services to meet women’s and men’s distinct security needs.

The ‘Gender Strategy (2024-2028)’ is in alignment with the Programme of the IX Constitutional Government, the ‘PNTL Strategic Plan 2023-2030’, ‘NAP 1325’ and the ‘National Action Plan to End Gender-based Violence’ (NAP GBV). The PNTL reinforces its dedication to promoting services that meet the security needs of women and men in Timor-Leste, promote equal opportunities and foster inclusive institutional participation within the PNTL. It also aligns with Timor-Leste’s national commitments to implement international framework obligations, including those in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325).

On 10 January 2024, Timor-Leste approved the second National Action Plan for the implementation of the UN Security Council Resolution 1325 on Women, Peace and Security 2024-2028 ('NAP 1325'). 'NAP 1325' reiterates the importance of women's equal participation and full involvement in all efforts to build sustainable peace in the country. As the PNTL stands as a key actor implementing the four major pillars of 'NAP 1325' (participation, prevention, protection and peacebuilding), the Gender Strategy will serve as a guiding compass, inspiring us to challenge gender-based discrimination and inequitable norms and build a force that reflects the diversity and resilience of our country.

The Gender Strategy presents an opportunity to increase the participation of the Gender Equality and Inclusion Cabinet and Gender Focal Points across all municipalities in key decisions that impact female PNTL officers and in engagement with women and local communities regarding gender, security and community issues.

The PNTL is representative of and responsive and accountable to the local community it serves. The 'PNTL Gender Strategy (2024-2028)' promotes gender-responsive community policing that address community needs and prevent and manage crimes and public security issues based on the needs of women, girls, men, boys and marginalized groups.

I am pleased to present the 'PNTL Gender Strategy for 2024-2028' to our communities, all PNTL units, the Government of Timor-Leste and our partners. I would like to extend my appreciation for the efforts made by the Government of Timor-Leste, the Ministry of Interior, the PNTL and UN Women, and partners, including the Australian Federal Police Timor-Leste and The Asia Foundation, who have contributed and will continue to contribute to the development and implementation of the first and second Gender Strategy, and to ensure our country will be a more equal, inclusive and resilient place.





ALIGNMENT WITH INTERNATIONAL AND NATIONAL NORMATIVE FRAMEWORKS, STRATEGIES AND POLICIES

STRATEGY

DELIVERY

NATIONAL ACTION PLAN 1325 ON WOMEN, PEACE AND SECURITY (2024-2028)

MINISTRY OF FINANCE ANNUAL ACTIVITY STATEMENT

DECREE-LAW NO. 35/2024 OF 18 OCTOBER

ORGANIC LAW OF PNTL (DECREE LAW NO. 34/2024) - ARTICLE 28

MINISTRY OF INTERIOR STRATEGIC PLAN

MINISTRY OF FINANCE ANNUAL BUDGET SUBMISSION

TIMOR-LESTE STRATEGIC DEVELOPMENT PLAN (2011-2030)

PNTL STRATEGIC PLAN 2023-2030

PNTL ANNUAL ACTION PLAN AND BUDGET

CONSTITUTION OF DEMOCRATIC REPUBLIC OF TIMOR-LESTE (ARTICLES 16, 17 147)

PNTL STRATEGIC PLAN ANNUAL PROGRESS REVIEW

EXTERNAL

INTERNAL

INTERNAL

EXTERNAL

NATIONAL DOCUMENTS



INTERNATIONAL OBLIGATIONS

CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)

UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY (UNSCR 1325)





THE DEVELOPMENT OF THE PNTL GENDER STRATEGY

THE DEVELOPMENT OF THE PNTL GENDER STRATEGY 2024-2028

CONSULTATION

- In 2023, the PNTL Gender Equality and Inclusion Cabinet, with UN Women's support, conducted a comprehensive analysis to assess progress, achievements and gaps in the implementation of the first Gender Strategy. The assessment identified lessons learned and recommendations that provided valuable insights into areas for improvement.
- Key informant interviews and focus group discussion were conducted with 39 individuals (25 women and 14 men) from the PNTL, government institutions and development professionals in Aileu, Bobonaro, Dili, Ermera and Liquisa.



ASSESSMENT

- The PNTL assessed the progresses of achieving the goals set forth in the Strategy, which informed the development of the second five-year strategy.
- The PNTL Gender Equality and Inclusion Cabinet consulted the Commander General of the PNTL during the entire process of assessment and development of the second strategy.



DESIGN AND PLANNING

- Under the guidance and leadership of the Commander General of the PNTL, and in coordination with the Gender Equality and Inclusion Cabinet, the development of the PNTL Gender Strategy is informed by a comprehensive assessment of the previous strategy, Gender Audit, and its recommendations, and supported by an extensive desk review, and enriched by the perspectives and insights of relevant stakeholders.





**PNTL GENDER STRATEGY
2024-2028**



OBJECTIVES

WHAT DO WE WANT TO ACHIEVE?

OUTCOMES



WITHIN INSTITUTION

Institutional capacity building for better gender mainstreaming within the PNTL to foster a more equal and inclusive institution.



Increased women's participation and leadership within the institution.



Promote a safe working environment that promotes respect, equality and professionalism.



LOCAL COMMUNITIES

Capacity building for providing people-centred and gender-responsive policing services to local communities



Increased capacity and adequate equipment and facilities to prevent and respond to gender-related crimes, conflicts and issues in the community



Public has increased awareness and trust about the roles, responsibilities and services provided by the PNTL



TARGETED INTERVENTIONS AND ACTIVITIES

Objective 1 - PNTL increases institutional capacity building for promoting gender equality within the PNTL.

Outcome / Intermediate Result 1.1. By 2028, PNTL is an institution that promotes more representative and inclusive security services with increased women's participation and leadership within the institution.

Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year										
			2024	2025	2026	2027	2028						
1.1.1. PNTL promotes greater women's participation in recruitment and addresses the structural barriers to recruitment.	1.1.1.1 The Gender Equality and Inclusion Cabinet is involved and consulted, if there is any review of laws, ministerial diploma and policies on recruitment and promotion conditions, in collaboration with the PNTL Legal Office, Police Training Centre, HR Department and Health Department, thus ensuring the elimination of discriminatory practices and requirements.	Gender Equality and Inclusion Cabinet, Legal Office, Police Training Centre, HR Department, Health Department	x	x									
	1.1.1.2 The Gender Equality and Inclusion Cabinet, in collaboration with the PNTL Legal Office, Police Training Centre, HR Department and Health Department, conducts a review and gender analysis of the existing recruitment policies and requirements (under Ministerial Diploma no. 2/2011) to identify any barriers or discriminatory practices in recruitment, physical tests, medical examinations (particularly for women), and recruitment advertisements.												
[NAP 1325 2024-2028 – Participation Pillar: Output 1.3; Prevention Pillar: Output 2.1]	Review physical tests and medical examinations, and remove requirements that do not reflect operational needs.												
	Present the findings to the PNTL Commander General and the recruitment committee.												
1.1.1.3 For future recruitment, a minimum of 30 per cent of all new recruits should be women.		Recruitment Committee, Legal Office,											
	1.1.1.4 Increase recruitment of women in frontline operational roles (including specialist units – Migration Service, Criminal Investigation Department, Support for Vulnerable Persons Department, Marine Police Unit, Border Patrol Unit and Community Policing Department), and not limited to the administration roles.	Police Training Centre, HR Department, Health Department, Gender Equality and Inclusion Cabinet											
	1.1.1.5 Increase recruitment and deployment of female police officers in providing direct support, and responding to the needs of local communities e.g. increasing the deployment of female officers for the Support for Vulnerable Persons Department, and providing support to female Principal Agents in the application for the rank of sergeant, and deployment as Community Police Officers.												

Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year			
			2024	2025	2026	2027
	1.1.1.6 Conduct training for human resources and recruiting officers regarding gender-sensitive recruitment and addressing biases in the selection process.	Recruitment Committee, Legal Office, Police Training Centre, HR	x			
	1.1.1.7 Conduct analysis on the needs and gaps of recruitment outreach strategies. Develop an outreach strategy for disseminating recruitment and application information via different means (brochures and posters) and all forms of media platforms (social media, radio, TV). <ul style="list-style-type: none"> The campaign and strategy should be designed to ensure law enforcement is portrayed as a career for both men and women and to challenge gender stereotypes. Develop and distribute campaign materials, including brochures, videos and broadcasts, which show role models and stories of female police officers in operational and leadership positions. Organize outreach workshops / sharing sessions targeting women and youth, particularly female youth, in secondary schools, universities and local communities. Invite female police officers who are currently serving in different units, including operational and specialized units, to share their stories and experience in serving in the PNTL. 		x			
	1.1.1.8 Develop job descriptions that reflect inclusive language and emphasize gender perspectives.	HR Department, Gender Equality and Inclusion Cabinet	x	X	x	x



Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year			
			2024	2025	2026	2027
<p>1.1.2. The PNLT improves workforce planning, provides increasing support for female police officers in career advancement through affirmative actions, and strengthens their capacities to take on leadership and decision-making roles.</p> <p>[NAP 1325 2024-2028 – Participation Pillar: Output 1.3]</p>	<p>1.1.2.1 Provide support to the HR Department to ensure understanding of the HR aspects of Decree-Law No. 35/2024 of 18 October, and support a thorough review of Decree-Law No. 35/2024 of 18 October, its workforce structure and human resource management practices with a gender perspective, and based on fairness, flexibility, safety and respect to women's rights.</p> <p>This will include the review of:</p> <ul style="list-style-type: none"> • Deployment practices and women's participation in the frontline operational roles; • Maternity/paternity leave schemes (including allowances); • Equitable roster system; • Flexible working arrangements; • Merit-based career development; • Education qualification; • Reviewing physical requirements that might not reflect operational requirements and needs. 	HR Department, Unit/Municipal Command Administration Staff, INAP	X	X	X	X
	<p>1.1.2.2 Review promotion processes (including Decree-Law No. 35/2024 of 18 October) and practices to identify gender issues and barriers to promotion, particularly for female police officers. Develop a plan to address the identified barriers and to promote greater opportunities and support for female police officers in promotion.</p>	HR Department, Gender Equality and Inclusion Cabinet	X	X	X	X
	<p>1.1.2.3 Conduct gender analysis of the existing performance evaluation system, particularly merit-based professional development for all female staff and ensure it is free of all forms of discrimination.</p> <p>Promote non-discrimination to enable fair annual performance evaluation for all staff, including female staff.</p>	HR Department, Gender Equality and Inclusion Cabinet, Municipal Command and Unit	X	X	X	X
	<p>1.1.2.4 Allocate Budget and provide targeted training to female police officers:</p> <ul style="list-style-type: none"> • Conduct training on leadership, crisis management and conflict prevention, public speaking, communications, WPS and the PFP (Pacific Faculty Police). • Organize dialogues or forums to promote experience-sharing and learning on advancing personal and career development. • Organize sessions for experience-sharing and dissemination of information regarding scholarship opportunities for formal and graduate education. • Provide regular skills training on IT, language (English and Portuguese), driving, weapons and firearms use and self-defence. 	Training Department, Gender Equality and Inclusion Cabinet	X	X	X	X
	<p>1.1.2.5 Establish a women's police association, and organize mentoring and coaching networking for female officers.</p>	Gender Equality and Inclusion Cabinet	X	X	X	X
	<p>1.1.2.6 Increase recruitment of women for future UN peacekeeping missions, and provide training that targets women in driving, the use of weapons and firearms, and written tests of the selection process.</p>	Gender Equality and Inclusion Cabinet	X	X	X	X



Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year				
			2024	2025	2026	2027	
<p>1.1.3. Gender equality is mainstreamed in PNTL laws, policies, annual action plans and budgets, and procedures and strategies. The Gender Equality and Inclusion Cabinet effectively leads the coordination, implementation, monitoring and reporting of gender commitments.</p> <p>[NAP 1325 2024-2028 – Participation Pillar: Output 1.3; Prevention Pillar: Output 2.1]</p>	1.1.3.1 Conduct training to socialize the Gender Strategy with all involved Commands and Units at headquarters and in all municipalities.	Gender Equality and Inclusion Cabinet, Municipal Commands and Units	x	x	x	x	
	The Commands and Units ensure the integration of the PNTL Gender Strategy's activities in Annual Action Plans and ensure financial and staffing resources are adequately allocated on an annual basis for implementing and monitoring activities.						
	1.1.3.2 Advocate to promote and increase women's representation in the PNTL's consultative body, the Conselho Superior da Polícia are women.	Gender Equality and Inclusion Cabinet	x	x		x	
	1.1.3.3 The Gender Equality and Inclusion Cabinet advocates to the Conselho Superior da Polícia for the development and review of laws, policies, plans, budgets and procedures to ensure that gender and inclusion perspectives are integrated.	Gender Equality and Inclusion Cabinet, Conselho Superior da Polícia	x	x		x	
	1.1.3.4 The Gender Equality and Inclusion Cabinet leads and organizes quarterly meetings with the Gender Working Group (with representatives from all involving PNTL departments and units and, if necessary, development partners).	Gender Equality and Inclusion Cabinet	x	x		x	
	1.1.3.5 The Gender Equality and Inclusion Cabinet strengthens its administration and record-keeping systems to track the progress of activity implementation, and facilitate the handover of information, thus ensuring continuity and effectiveness in the Cabinet's implementation of activities.	Gender Equality and Inclusion Cabinet	x	x		x	
	1.1.3.6 The Gender Equality and Inclusion Cabinet provides refresher trainings to all Gender Focal Points from all municipalities, focusing on the knowledge, skills and confidence to perform their jobs, and promoting cross-municipal learning and experience-sharing.	Gender Equality and Inclusion Cabinet	x	x		x	
	1.1.3.7 The Gender Equality and Inclusion Cabinet leads and conducts biannual Gender Audits.	Gender Equality and Inclusion Cabinet, Office of Inspector General	x	x		x	
1.1.3.8 Include a "Gender Equality and Social Inclusion Section" in the annual newsletter to promote women's empowerment and leadership within the PNTL.	Media, Gender Equality and Inclusion Cabinet	x	x		x		



Outcome / Intermediate Result 1.2. By 2028, PNTL promotes a safe working environment that is free of sexual harassment and that fosters a workplace culture that promotes respect, equality and professionalism.

Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year				
			2024	2025	2026	2027	2028
1.2.1. PNTL effectively maintains the internal mechanism to receive, report and investigate cases of sexual harassment and abuse and to provide support to survivors within the PNTL in a confidential, gender-responsive and survivor-centred approach. [NAP 1325 – 2024-2028 – Participation Pillar: Output 1.3; Prevention Pillar: Output 2.1]	1.2.1.1 Socialize the existing SOPs on sexual harassment with all police officers in headquarters and municipalities, increase their awareness of reporting mechanisms that respect personal privacy and confidentiality, and promote behavioural change. Socialize the referral pathways for providing essential support and protection services to survivors.	Working Group to Combat Sexual Harassment	x	x	x	x	x
	1.2.1.2 Conduct training-of-trainers sessions with the responsible departments/units, including the justice sector of each Municipal Command and Unit, Directorate of Justice and Discipline, Gender Equality and Inclusion Cabinet, Human Resources Department, Gender Focal Points for the dissemination of the SOPs, and provide training on reports handling and interviewing in a respectful, gender-responsive, trauma-informed and survivor-centred manner.	Working Group to Combat Sexual Harassment, Justice Sector of each Municipal Command and Unit, Directorate of Justice and Discipline, Gender Equality and Inclusion Cabinet, Human Resources Department, Gender Focal Points	x	x	x	x	x
	1.2.1.3 The interdepartmental Working Group to Combat Sexual Harassment submits an annual report to the General Commander and conducts a review and evaluation of the effectiveness and relevance of the mechanism for addressing sexual harassment.	Working Group to Combat Sexual Harassment	x	x	x	x	x



Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year				
			2024	2025	2026	2027	2028
gender-based violence case management, response and referral. [NAP 1325 2024-2028 – Prevention Pillar: Output 2.1, 2.6; Protection Output 3.2 and 3.3]	<ul style="list-style-type: none"> o Law 3/2017 on Prevention and Fight against Trafficking in Persons; o Fourth Amendment to the Penal Code (Law 3/2017) o Decree-Law 19/2009 as amended; o Law 11/2017 on Migration and Asylum; o Existing SOPs; and o Service referral pathways. <ul style="list-style-type: none"> • The application of gender-responsive, survivor-centred and ‘Do No Harm’ approaches to conducting investigations related to gender-based violence and trafficking in persons. • National Action Plans on GBV and WPS • Community-oriented policing, which includes: <ol style="list-style-type: none"> 1. Training on the gender-responsive and the ‘Do No Harm’ approaches in conducting investigations; 2. Communication with diverse groups; 3. Negotiation; 4. Conflict sensitivity; 5. Community organization and mobilization; 6. De-escalating violence; 7. Empathy with those who hold different views; and 8. Coordinating actions with other service providers, particularly gender-based violence services providers and NGOs. <p>Provide mandatory training to newly recruited police in cadres, the Support for Vulnerable Persons Department, the Official Suko Police (OPS), front desk staff and and investigation officers.</p> <p>Collaborate with the Human Resources Department to ensure participation in training is recorded on personnel files.</p>	Support for Vulnerable Persons Department, Gender Equality and Inclusion Cabinet, Gender Focal Points, OPS	X	X	X	X	X
			<p>2.1.1.2 Increase the number of women in the Support for Vulnerable Persons Department and OPS across all municipalities. Provide training for the Support for Vulnerable Persons Department, OPS and Gender Focal Points in all municipalities on the existing GBV pocket guide and referral pathways, and the skills on handling, reporting and responding to gender-based violence cases in a confidential, ‘Do No Harm’, trauma-informed and survivor-centred approach.</p> <p>Provide training on interview skills and good practices on evidence collection and collaboration with the Office of the Prosecutor-General (OPG) in the processes.</p>	X	X	X	X

Output / Immediate Result	Activity	Responsible Department / Unit	Implementation on Year				
			2024	2025	2026	2027	2028
	2.1.1.3 Provide training on signs of trafficking in persons to the Migration Service, the Criminal Investigation Department and the Support for Vulnerable Persons Department and to the Border Patrol Unit at ports, airports and land borders. Socialize the Law on Preventing and Combating Trafficking in Persons (including Law 3/2017 on the Prevention and Fight against Trafficking in Persons, the Fourth Amendment to the Penal Code (Law 3/2017), the Penal Code (Decree-Law 19/2009) as amended, and Law 11/2017 on Migration and Asylum), and existing SOPs.	Immigration Department, Criminal Investigation Department and the Support for Vulnerable Persons Department and to the Border Patrol Unit	x	x	x	x	x
	2.1.1.4 Set up and effectively maintain 'safe spaces' at PNTL stations across all municipalities with adequate resources and well-trained staff to assist survivors of violence.	Support for Vulnerable Persons Department	x	x	x	x	x
	Set up a dedicated Women's Help Desk in the 'safe space', which is managed by at least one female officer per shift (24/7). The Help Desk should provide support to children, women and girls, and survivors of violence who seek protection or seek to register cases.						
	Take proactive measures to increase the recruitment of female officers to support this.						
	2.1.1.5 Conduct a biannual review of the safe space in all municipalities and submit a report to the Head of the Support for Vulnerable Persons Department.		x	x	x	x	x
	2.1.1.6 Develop plans to address the gaps identified in the biannual report and allocate the budget to provide the facilities needed.		x	x	x	x	x
	2.1.1.7 In collaboration with the National Mediation Network and National Directorate for Community Conflict Prevention, Gender Equality and Inclusion Cabinet will organize training for Gender Focal Points and OPS staff on community conflict prevention and resolution skills and mediation mechanisms.	Gender Equality and Inclusion Cabinet, OPS	x	x	x	x	x



Output / Immediate Result	Activity	Responsible Department / Unit	Implementation Year				
			2024	2025	2026	2027	2028
2.1.2. Adequate equipment and facilities are provided by the PNTL in preventing and responding to gender-related crimes, conflicts and issues in the communities. [NAP 1325 – 2024-2028 – Prevention Pillar: Output 2.6; Protection Pillar: Output 3.3]	2.1.2.1 Provide safe and accessible sanitation and hygiene facilities (including bathrooms), spaces for nursing mothers in police stations for community members, including women and children, who visit stations to register cases, participate in interviews or seek protection.	Gender Equality and Inclusion Cabinet, OPS	x	x	x	x	x
	2.1.2.2 Provide and keep designated vehicles for the Support for Vulnerable Persons Department to travel, assist and refer cases of gender-based violence in a timely manner, and allocate budgets for regular maintenance and fuel. Ensure and facilitate transportation for community members seeking to access police stations for protection or to register cases.	Support for Vulnerable Persons Department		x	x	x	x
	2.1.2.3 Ensure all officers in the Support for Vulnerable Persons Department hold a valid driver's licence. Provide training to Section officers (including female officers) on driving.	Support for Vulnerable Persons Department, Training Department		x	x	x	x



Output / Immediate Result	Activity [Please add activity number after all activities are finalized.]	Responsible Department / Unit	Implementation Year				
			2024	2025	2026	2027	2028
2.1.3. The public has increased awareness and trust about the roles, responsibilities and services provided by the PNTL, including prevention and response to gender-based violence and domestic violence case reporting and referral.	<p>2.1.3.1 Increase women's access to adequate information: Disseminate information to local communities (particularly women) via radio, TV and social media regarding the PNTL's support and services available for preventing and responding to gender-based crimes, including GBV and domestic violence.</p> <p>2.1.3.2 Conduct an annual nationwide campaign (including workshops and dialogues) targeting <i>suku</i> leaders, <i>lian-na'in</i>, women and youth leaders and community members, religious leaders and service providers.</p> <p>Topics should include gender-based violence, domestic violence, referral pathways and signs of trafficking in persons. Socialize the Penal Code, the Law Against Domestic Violence and the Law on Preventing and Combating Trafficking in Persons.</p> <p>The campaign can be jointly organized with other line ministries and with civil society organizations.</p> <p>2.1.3.3 Conduct community dialogue to understand security threats in cyberspace, and the occurrence of conflicts and gender-based crimes facilitated through online platforms, including trafficking in persons and the recruitment of girls and women by trafficking networks.</p>	Support for Vulnerable Persons Department, Gender Equality and Inclusion Cabinet	x	x	x	x	x
[NAP 1325 2024-2028 – Prevention Pillar: Output 2.6; Protection Pillar: Output 3.3]		Support for Vulnerable Persons Department, Gender Equality and Inclusion Cabinet, Immigration	x	x	x	x	x





**MONITORING AND
REPORTING PLAN**

HOW ARE WE GOING TO TRACK PROGRESS AND ACHIEVEMENTS?

Annual Reporting

Effectively implementing a gender strategy within law enforcement is crucial for fostering inclusivity, justice and societal well-being. Under this Gender Strategy, the PNTL Gender Equality and Inclusion Cabinet, as the leading coordination department, is responsible for ensuring the Strategy's interdepartmental coordination and implementation, as well as for supporting and coordinating monitoring and reporting. The Monitoring and Evaluation Framework aims to track a set of objectives with measurable indicators and assess the impacts and implementation progress from 2024 to 2028. The Framework will enable the PNTL to continually refine and enhance its strategies to address emerging challenges and to better serve the diverse needs of women and communities.

Baseline data will be collected at the beginning of the new Strategy implementation (2024); targets will be realistically and specifically set.

The PNTL Gender Equality and Inclusion Cabinet will lead and coordinate annual monitoring and reporting against targets. All involved departments and units will submit data by 15 January of each year. Department heads will oversee indicator tracking and progress reporting within their respective domains. Relevant PNTL actors and units will be accountable for implementation and reporting in accordance with the Gender Strategy. Gender Focal Points will support department heads in facilitating data collection from all municipalities. The PNTL Gender Equality and Inclusion Cabinet will compile and submit an Annual Report to the PNTL Commander General by the end of February of each year. The simplified reporting template will be developed by the Gender Equality and Inclusion Cabinet.

Final Assessment

There will be a final assessment by 31 May 2029. To ensure an impartial and comprehensive evaluation, an independent party, appointed by the PNTL leadership, will conduct the review. This external perspective will contribute to a robust understanding of the strategy's effectiveness and guide any necessary adjustments.

Objective	Outcome/ Intermediate Result	Output / Immediate Result
<p>Objective 1: PNTL increases institutional capacity building for promoting gender equality within the PNTL.</p>	<p>1.1. By 2028, PNTL is an institution that promotes more representative and inclusive security services with increased women's participation and leadership within the institution.</p> <p><u>Indicators:</u> 1.1.a The per cent of female officers currently serving the PNTL Baseline (2023): 15 per cent Target (2028): 18 per cent</p> <p>1.1b. The per cent of female officers at the rank of Assistant Inspector or above Baseline: 15.2 per cent Target (2028): 20 per cent</p>	<p>1.1.1 PNTL promotes greater women's participation in recruitment and addresses the structural barriers to recruitment.</p> <p><u>Indicators:</u> 1.1.1.a The number and per cent of women recruited in PNTL (Indicator 1.3.4 of NAP 1325 2024-2028) Baseline: TBC Target: For future recruitment, a minimum of 30 per cent of all new recruits should be women.</p> <p>1.1.1.b The number of women reached in the secondary schools, universities and local communities to promote PNTL recruitment. Baseline: Not available Target (in year of recruitment): 1,000</p>
		<p>1.1.2. The PNTL improves workforce planning, provides increasing support for female police officers in career advancement through affirmative actions, and strengthens their capacities to take on leadership and decision-making roles.</p> <p><u>Indicators:</u> 1.1.2.a The number of female officers in PNTL gaining promotion each year Baseline: TBC Target (2028): 30 per cent of PNTL officers being promoted are women</p> <p>1.1.2.b The number of female PNTL officers participating in any relevant training Baseline: Not available Target: 150 per year</p> <p>1.1.2.c The number and per cent of female security personnel participating in peacekeeping and peacebuilding operations demonstrating awareness of gender-responsive civilian protection (Indicator 2.1.4 of the NAP 1325 2024-2028) Baseline: TBC Target (2028): 50 per cent</p> <p>1.1.2.d The number of human resources processes reviewed or workforce analyses conducted. Baseline: Not available Target (2028): At least one</p> <p>1.1.2.e. The number of recommendations made by the PNTL to the Commander General or Minister of Interior to improve women's participation in the PNTL. Baseline: Not available Target (2028): At least three</p>

Objective	Outcome/ Intermediate Result	Output / Immediate Result
		<p>1.1.3. Gender equality is mainstreamed in PNTL laws, policies, annual action plans and budgets, and procedures and strategies. The Gender Equality and Inclusion Cabinet effectively leads the coordination, implementation, monitoring and reporting of gender commitments.</p> <p><u>Indicators:</u></p> <p>1.1.3a. Number of meeting with the Gender Working Group each year Baseline (2023): 2 per year Target (2028): 4 per year</p> <p>1.1.3b. The PNTL Annual Action Plan includes activities for implementing the Gender Strategy. Baseline (2023): not available Target (2028): The PNTL Annual Action Plan includes activities for implementing the Gender Strategy every year</p> <p>1.1.3c. The number of Gender Focal Points reporting an increase in knowledge, skills and confidence to perform their roles and responsibilities (after annual training/workshop). Baseline: 0 Target(2028): All gender focal points in all municipalities.</p>



Objective	Outcome/ Intermediate Result	Output / Immediate Result
	<p>1.2. By 2028, PNTL promotes a safe working environment that is free of sexual harassment and that fosters a workplace culture that promotes respect, equality and professionalism.</p> <p><u>Indicators:</u></p> <p>1.2a. The number of annual reports on sexual harassment submitted to the General Commander each year Baseline: 0 (zero) Target (2028): 1 per each year</p> <p>1.2b. The per cent of female officer (survey respondents) agree that the PNTL provides a safe working environment and that it promotes respect, equality and professionalism Baseline: TBC Target (2028): 80 per cent</p>	<p>1.2.1. PNTL effectively maintains the internal mechanism to receive, report and investigate cases of sexual harassment and abuse and to provide support to survivors within the PNTL in a confidential, gender-responsive and survivor-centred approach.</p> <p><u>Indicators:</u></p> <p>1.2.1a. The number of trained investigators that have increased their knowledge of the prevention of sexual harassment and the SOPs after training. Baseline: not available Target (2028): 50 per year</p> <p>1.2.1b. The number of police officers trained on SOP dissemination. Baseline (2023): TBC Target (2028): 200 per year</p> <p>1.2.2. Facilities are provided to ensure a safe and gender-sensitive working environment and accommodation for female officers within PNTL.</p> <p><u>Indicators:</u></p> <p>1.2.2a. The number of police stations and posts that have accessible and safe water, sanitation and hygiene facilities, separate bathrooms, separate dormitories and private spaces for nursing mothers. Baseline: TBC Target (2028): At least 50 per cent of police stations and posts</p>



Objective	Outcome/ Intermediate Result	Output / Immediate Result
<p>Objective 2 - PNTL has increased capacity to provide services that are accessible, safe, gender-responsive and responsive to the security needs of women and girls and the community, particularly the most vulnerable groups.</p>	<p>2.1 By 2028, PNTL has increased capacity and adequate equipment and facilities to prevent and respond to gender-related crimes, conflicts and issues in the community.</p> <p><u>Indicators</u></p> <p>2.1a The number of complaints /cases of violence against women and girls that have been registered with the PNTL (disaggregated by case type, municipality and village) (<i>Indicator 23.1 of NAP GBV 2022-2032</i>)</p> <p>Baseline: TBC Target (2028): TBC</p>	<p>2.1.1 PNTL officers have increased knowledge and investigative competencies and skills in gender-based violence case management, response and referral.</p> <p><u>Indicators</u></p> <p>2.1.1a The number of DAEV officers that have demonstrated better knowledge, attitudes and ability to support women and girls who have experienced violence (<i>Indicator 23.3 of NAP GBV 2022-2032</i>)</p> <p>Baseline: not available Target (2028): 80 per cent</p> <p>2.1.1b The number of PNTL members who have had disciplinary measures applied to them for placing complainants at risk or not registering cases (<i>Indicator 23.4 of NAP GBV 2022-2032</i>)</p> <p>Baseline: not available Target (2028): TBC</p> <p>2.1.1c The number of PNTL officers who have completed training and have increased knowledge on gender equality, prevention and response to gender-based violence, trafficking in persons or related topics. (<i>Indicator 2.6.1. of NAP 1325 2024-2028</i>)</p> <p>Baseline: not available Target (2028): 300</p> <p>2.1.1d Police Training Centre standard training curriculum includes comprehensive materials on gender, WPS, gender-based violence and trafficking in persons.</p> <p>Baseline: not available Target: Already included in the Police Training Centre curriculum</p>

Objective	Outcome/ Intermediate Result	Output / Immediate Result
		<p>2.1.2. Adequate equipment and facilities are provided by the PNTL in preventing and responding to gender-related crimes, conflicts and issues in the communities.</p> <p><u>Indicators:</u></p> <p>2.1.2a The per cent of women working in DAEV who hold a driver's licence Baseline: TBC Target (2028): 80 per cent</p> <p>2.1.2b The per cent of DAEV units that have a dedicated vehicle Baseline: TBC Target (2028): 100 per cent</p> <p>2.1.2c The number of safe spaces for women and girls that have been established in police stations and posts and are well-functioning. (Indicator 24.1 of NAP GBV 2022-2032) Baseline: TBC Target (2028): TBC</p> <p>2.1.3. The public has increased awareness and trust about the roles, responsibilities and services provided by the PNTL, including prevention and response to gender-based violence and domestic violence case reporting and referral.</p> <p><u>Indicator:</u></p> <p>2.1.3a. The number of people from local communities who participate in activities that communicate the roles, responsibilities and services provided by PNTL, including prevention and response to gender-based violence and domestic violence case reporting and referral. Baseline: not available Target (2028): 10,000 per year (sex-age disaggregated)</p> <p>2.1.3b Allocation of financial resources, transportation and service facilities for survivors in rural areas (Indicator 6.3 of NAP GBV 2022-2032) Baseline: not available Target (2028): TBC</p>



ANNEX 1 - GLOSSARY

GLOSSARY

WHAT DO KEY TERMS IN THE GENDER STRATEGY MEAN?

Domestic violence is a broad term that involves different social, cultural and psychological dynamics and power differentials. It covers various forms, such as child abuse, elder abuse and interpersonal or partner abuse.

Gender refers to the social attributes and opportunities associated with being male and female, the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and learned through socialization processes. They are context/time-specific and changeable.¹

Gender equality is the concept that all human beings, regardless of sex, are equal in dignity and rights and free to develop their personal abilities, pursue their professional careers and make choices without discrimination or the limitations set by stereotypes, rigid gender roles or prejudices.²

Gender identity refers to a person's deeply felt and experienced sense of their own gender, which may or may not correspond with the biological sex they were assigned at birth. It includes the personal sense of the body and other expressions of gender, such as clothing, speech and mannerisms. Everyone has a gender identity. 'Transgender' and 'trans' are umbrella terms for people with a wide range of gender identities and expressions who do not identify with the sex they were assigned at birth. A transgender person may identify with different gender identities, including man, woman, transman, transwoman and with specific terms, including non-binary identities. 'Cisgender' is a term for people who identify with the sex that they were assigned at birth.³

1. UN Women. Concepts and Definition. Available at:

<https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

2. UN Women (2015), A Framework to underpin to prevent violence against women, at:

https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/prevention_framework_unwomen_nov2015.pdf?la=en&vs=5223.

3. UN Office of the High Commissioner for Human Rights (2018), Integrating a Gender Perspective into Human rights Investigations: Guidance and Practice, at:

<https://www.ohchr.org/Documents/Issues/Women/Publications/GenderIntegrationintoHRInvestigations.pdf>.

Gender inequality refers to the gender norms, roles, cultural practices, policies and laws, economic factors and institutional practices that collectively contribute to and perpetuate unequal power relations between women and men. In most societies, this inequality disproportionately disadvantages women.⁴

Gender stereotype is a generalized view or preconception about attributes or characteristics of what ought to be possessed by women and men or the roles that are or should be performed by men and women.⁵

Gender-based violence is violence directed towards or disproportionately affecting someone because of their gender or sex. Such violence takes multiple forms, including acts or omissions intended or likely to cause or result in death or physical, sexual, psychological or economic harm or suffering, threats of such acts, harassment, coercion and arbitrary deprivation of liberty.⁶

Gender-responsive criminal justice means ensuring that laws, criminal justice institutions, criminal justice processes and criminal justice outcomes do not discriminate against anyone on the basis of gender. It necessitates taking a gender perspective on the criminal law itself, as well as an assessment of access and obstacles to the criminal justice procedures available for women and men and adopting gender-sensitive strategies for protecting victims and promoting access to criminal justice.

Intersectionality is an analytical tool and a method of praxis that challenges the idea of ‘sameness’. It refers to “particular forms of intersecting oppressions, for example, intersections of race and gender, or of sexuality and nation.”⁷ Intersectional paradigms remind us that oppression cannot be reduced to one fundamental type and that oppressions work

4. UN Women (2015), A Framework to underpin to prevent violence against women, at: https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/prevention_framework_unwomen_nov2015.pdf?la=en&vs=5223.

5. UN Office of the High Commissioner for Human Rights (2018), Integrating a Gender Perspective into Human rights Investigations: Guidance and Practice, at: <https://www.ohchr.org/Documents/Issues/Women/Publications/GenderIntegrationintoHRInvestigations.pdf>.

6. UN Office of the High Commissioner for Human Rights (2018), Integrating a Gender Perspective into Human rights Investigations: Guidance and Practice, <https://www.ohchr.org/Documents/Issues/Women/Publications/GenderIntegrationintoHRInvestigations.pdf>.

7. Skinnider, Eileen. ‘Towards Gender-Responsive Criminal Justice: Good practices from Southeast Asia in responding to violence against women’ (2018: Thailand Institute of Justice).



together in producing injustice.” An intersectional approach to violence against women includes consideration of where gender intersects with other inequalities/ oppressions (e.g. sexuality, gender identity, race, ethnicity, indigeneity, immigration status, disability) to produce unique experiences of violence.⁸

Survivor refers to people (particularly women and girls) who have experienced or are experiencing gender-based violence. The term reflects both the terminology used in the legal process and the agency of these people in seeking essential services.⁹

Survivor-centred approach places the rights, needs and desires of survivors of violence at the centre of both service delivery and administrative data collection and use. This requires consideration of the multiple needs of survivors, the various risks and vulnerabilities and the impact of decisions and actions taken.¹⁰

8. Hill Collins, P.,1990.‘Black Feminist Thought: Knowledge, Consciousness, and the Politics of Empowerment. Routledge’, New York; cited in Imkaan and UNWomen (2019),‘TheValue of Intersectionality in Understanding Violence against Women and Girls’, at: <https://www2.unwomen.org/-/media/field%20office%20>

9. UN Office of the High Commissioner for Human Rights (2018), Integrating a Gender Perspective into Human rights Investigations: Guidance and Practice, at: <https://www.ohchr.org/Documents/Issues/Women/Publications/GenderIntegrationintoHRInvestigations.pdf>.

10. Kendall,T.2020.‘ASynthesis of Evidence on the Collection and Use of Administrative Data onViolence against Women:Background Paper for the Development of Global Guidance’ New York: UNWomen.



ANNEX 2 - SUMMARY AND RECOMMENDATIONS OF THE ASSESSMENT

BACKGROUND: ASSESSMENT OF THE PNTL GENDER STRATEGY (2018-2022)

Based on the ‘Strategic Development Plan 2011-2030’ and the ‘PNTL Strategic Plan 2014-2018’, the mandate of the Gender Equality and Inclusion Cabinet, ‘NAP 1325’ and ‘NAP GBV’, PNTL developed the first-generation ‘Gender Strategy (2018-2022)’, delineating its dedication to promoting services that meet the security needs of women and men in Timor-Leste, promoting equal opportunities and fostering inclusive institutional participation within the PNTL.

The ‘PNTL Gender Strategy (2018-2022)’ was intended to guide the PNTL in meeting its national and international commitments and to contribute to the following impacts by 2022:

IMPACT

1. PNTL provides equal opportunities for women and men according to their needs and has achieved gender parity.
2. The security situation for women, men, girls and boys in Timor-Leste is further improved for all people to live peacefully.

The ‘Gender Strategy (2018-2022)’ was designed to achieve the aforementioned impacts by focusing on the following four outcomes.

OUTCOMES

1. By 2022, create a more representative security service through increasing the institutional promotion, recruitment and representation of women.
2. By 2022, PNTL is an institution that promotes gender equality and has laws, policies and procedures that reflect gender equality (in line with Outcome 1.2. Participation Pillar, ‘NAP 1325’).
3. By 2022, ensure that PNTL has built good relationships with communities where PNTL serves in respect of human rights.
4. By 2022, ensure adequate facilities and knowledge for female and male PNTL officers to be able to provide services to the community, including to vulnerable groups.



Towards the end of the five-year implementation of 'PNTL Gender Strategy (2018-2022)', PNTL assessed the progress of achieving the goals set forth in the Strategy, which informed the development of the second five-year strategy. The assessment was jointly conducted by a team led by the PNTL Gender Equality and Inclusion Cabinet and UN Women, with contributions from other development partners in the PNTL Gender Strategy Assessment Working Group, including the Timor-Leste Police Development Programme and The Asia Foundation. The assessment design focused on clearly identifying the extent to which each of the outcomes, outputs and activities set forth in the Gender Strategy had been met.

The assessment team employed a methodology that combined key informant interviews, focus group discussions, and in situ ethnographic observations. While the primary stakeholders interviewed were the PNTL and their partner organizations within the security, legal and development sectors, the assessment was also informed by research undertaken on gender and security in Timor-Leste by other international development partners and civil society organizations. Notably, this included the PNTL's 'Gender Audit' and the Asia Foundation's ongoing series of Security Surveys.

Key informant interviews and focus group discussions were conducted in February and March 2023, during which the assessment team met with the PNTL Gender Equality and Inclusion Cabinet staff, its gender focal points and all institutions working with the PNTL Gender Equality and Inclusion Cabinet, including the SEI, UN Women, UNDP, UNFPA, the Timor-Leste Police Development Programme, The Asia Foundation, AHHA Education, and JU,S Juridico Social. Fieldwork consisted of a mix of key informant interviews and focus group discussions across five municipalities, including Aileu, Bobonaro, Dili, Ermera, and Liquisa. These areas were chosen for being representative of the various distinct challenges noted by PNTL in addressing security issues in Timor-Leste and for gender issues encompassing a variety of geographies, socio-economic backgrounds, and community structures. In total, 39 individuals (25 women and 14 men) participated in either key informant interviews or focus group discussions. All participants were either PNTL officers or development professionals, aged between their late 20s and mid-50s.



MAJOR FINDINGS: PROGRESSES AND CHALLENGES

While some aspects of the Gender Strategy were not fully implemented, there is ample evidence that by the end of 2022, PNTL had made some progress towards creating a more gender-equitable environment in both its internal operations and community engagements. It is important to note that the PNTL General Commander and the current and previous Chiefs of the PNTL's Gender Equality and Inclusion Cabinet, acknowledged the progress made towards achieving the goals of the Gender Strategy, yet further efforts are required.

The evaluation revealed a tangible shift in the perception of gender issues within PNTL. Notably, consulted stakeholders commented that there has been an increasing awareness of gender issues in general, with a stark contrast from the past when they were often sidelined. This shift in awareness and perception is likely a result of the implementation of the Gender Strategy, which has fostered good practices and lessons learned, such as the significance of regular monitoring and gender sensitivity training for personnel. However, widespread gender inequitable norms and limited gender sensitivity and understanding of gender issues remain challenges to achieving the goals set forth in the Gender Strategy.

The new Statute (Decree-Law No. 35/2024 of 18 October), which specifically regulates the PNTL professional regime, incorporates provisions relating to gender equality and human rights. The Decree-Law No. 35/2024 of 18 October stipulates that police officers must carry out their duties without discrimination based on gender or sexual orientation (Article 17). Female police officers are entitled to 65 business days of maternity leave, without any reduction in salary (Article 108). Police officers aged 55 or older, as well as female police officers who are mothers of children under three, may request an exemption from night shifts by submitting a formal request to the General Commander (Article 37). The Statute demonstrated the PNTL's commitments in creating a more equal and inclusive institution, although it needs to be noted that not all provisions have been reflected in policy.



In addition, the PNTL organic law (Decree-Law No. 34/2024 of 18 October) has institutionalized the status of the Gender Equality and Inclusion Cabinet as one of the advisory bodies to the PNTL General Commander. The Law provides for the formal status of the Support for Vulnerable Persons Department (formerly the Vulnerable Persons Unit), which are heading four Sections: Investigation and Support for Vulnerable Persons Section; Investigation and Gender-Based Violence Section; Prevention, Socialization, and Awareness Section, and Victim Protection, Communication, Coordination, and Cooperation Section (Article 40).

Despite the increased awareness of gender issues and the revised laws, female officers reported that they still felt that their opportunities for promotion were limited. One important finding reflected in the 'PNTL Gender Audit 2022' was the underrepresentation of women in higher ranks and the strong sex segregation of roles. As of 2022, the proportion of women in the PNTL was 15 per cent, a decline from 16.4 per cent in 2016, which falls short of the target set in the Gender Strategy of 18 per cent for 2022. More strikingly, women's representation in the highest ranks of PNTL (Inspector to Commissioner) was only 10 per cent, indicating a significant gender gap in leadership positions. Particularly, out of 66 Superintendents (including Assistant Superintendents and Superintendent Chief), only four were women - a mere 6 per cent. More than half (53 per cent) of all female PNTL officers (598 women) occupy the position of Chief Agent, comprising 22 per cent of the rank. These underscore the extent of gender disparity in the upper echelons of PNTL. Additionally, other than the Support for Vulnerable Persons Department, women are under-represented in operational roles and over-represented in administrative roles, with low women's representation in PNTL specialist units. Women's representation in sub-district police squadrons is also low.



Table 1. Active PNTL members by rank, as of May 2022. Source: PNTL and Timor-Leste Police Development Program. (2022). Gender Audit of the PNTL.

Rank	Female		Male		Total
	#	%	#	%	
Agent	7	2%	442	98%	442
Principle Agent	54	7%	685	93%	739
Chief Agent	321	22%	1,160	78%	1481
Sergeant	11	10%	101	90%	112
First Sergeant	132	19%	556	81%	688
Chief Sergeant	32	17%	153	83%	185
Assistant Inspector	8	18%	45	82%	53
Inspector	21	12%	153	88%	174
Chief Inspector	8	10%	77	90%	85
Assistant Superintendent	1	4%	23	96%	24
Superintendent	2	7%	25	93%	27
Chief Superintendent	1	7%	14	93%	15
Commissioner	0	0%	4	100%	4
TOTAL	598	15%	3,431	85%	4,029

According to both the PNTL Gender Audit and officers interviewed as part of the assessment, the primary obstacles preventing women’s progression include systemic nepotism, gender stereotypes and discrimination. According to the PNTL Gender Audit’s survey conducted with 1235 PNTL members, 30 per cent of the survey participants (20 per cent of women and 34 per cent of men) thought that “women are too weak to be tactical police officers.” This also explained the limited representation of women in the specialist units, with women representing 3 per cent of the Tactical Police Unit members, 4 per cent of Border Patrol Unit members and 5 per cent of Maritime Police Unit members, according to the 2022 PNTL Gender Audit. Other identified obstacles include merit-based promotion and the challenges to meet promotion requirements, such as having a university degree that is difficult to obtain in a municipality outside of Dili, particularly for female officers who have to balance family duties.

To promote women's participation and create a transformative environment towards gender equality, from 2018 to 2022, training programmes were conducted with a primary focus on gender equality and women's leadership and eliminating gender-based violence. International development partners such as the Timor-Leste Police Development Programme, UN Women, UNDP and The Asia Foundation took part in the training design and delivery in partnership with the PNTL.

From 2018 to 2020, over 35 police officers (18 women and 17 men) received UN Women's training, 'Transformative Leadership for Gender Equality' (a 40-hour training over the course of one year), including the first female municipal commander. Training participants reported increased knowledge and capacity as agents of change promoting and advocating for gender equality. The PNTL focal points, as the key actor in 'NAP 1325', also received WPS-related training led by the Ministry of Interior and the NAP 1325 Secretariat. The PNTL Gender Equality and Inclusion Cabinet carried out five training missions to foster an understanding of officers' obligations under 'NAP 1325'.

In 2022, 32 female police officers from Dili, Baucau and Covalima participated in the Women's Leadership Training Programme, which was jointly delivered by the Timor-Leste Police Development Programme and AHHA Education. Officers interviewed found these programmes instrumental in building their confidence, understanding their potential as PNTL officers and recognizing the importance of gender equality in a policing context. As a result of the training, participants increased their understanding of gender equality and Timor-Leste's international obligations under CEDAW and UNSCR 1325. In 2023, 21 gender focal points from all municipalities took part in the two-day 'Transformative Leadership for Gender Equality' training delivered by UN Women.

Training enhanced their skills and knowledge to handle gender-based crimes, including GBV. In 2021 and 2022, training focusing on gender-based crimes was delivered to the Support for Vulnerable Persons Department (formerly the Vulnerable Persons Units) in all municipalities, with support from UNDP, Timor-Leste Police Development Programme, PRADET, and Office of the Prosecutor-General (OPG). Furthermore, UNDP, in collaboration with Juridico Social, supported PNTL in developing a 'pocket guide' for frontline police and law enforcement officers to promote gender-responsive, survivor-centred and human rights-based



criminal justice response to gender-based violence, including relevant domestic laws. The TLDPD provided support in distributing the guide in the municipalities.

These areas of support provided by the PNTL Support for Vulnerable Persons Department, Gender Equality and Inclusion Cabinet and development partners have been well-received by most officers interviewed. The role of the Gender Equality and Inclusion Cabinet in advocating for female officers, particularly the increased access to overseas training, was widely known and respected within the organization.

These training sessions appear to have significantly increased participants' (including the gender focal points) understanding and knowledge. However, there remains a broad-based lack of understanding of gender equality among other national- and municipal-level PNTL units. This gap has implications for the delivery of services, specifically those catering to girls, women and the most marginalized groups, including survivors of violence and trafficking in persons.

Despite significant efforts made in providing gender-focused training, certain challenges limit the effectiveness in service delivery, particularly for female officers. For example, their access to and control over essential resources, such as vehicles, remains a significant issue. According to the PNTL Gender Audit 2022, women particularly reported having less access to PNTL vehicles and firearms for operation purposes.

Sixty-seven motorbikes and fourteen cars were provided to the DAPV, and DAPV officers reported that this significantly improved their mobility and response capabilities, allowing them to reach survivors more swiftly and offer essential support. However, it was observed that female officers were less likely to utilize these vehicles due to a lack of self-confidence to drive, lack of training and practice, and misuse of the vehicles by other units. This limits women's participation in operations requiring mobility and restricts their opportunities for professional advancement, such as UN Peacekeeping Missions, which require driving skills. Such operational limitations due to perceived or actual lack of driving skills further entrench gender segregation in roles within the PNTL and underscore prejudiced beliefs about women's capabilities.

In addition to training, material assistance provided under the Gender Strategy was also highly valued. The renovation of PNTL facilities, particularly bathrooms and DAEV's safe spaces, with the help of the Timor-Leste Police Development Programme and UNDP, was appreciated. However, it is worth noting that even with this assistance, PNTL facilities fall short of the expectations outlined in the Gender Strategy.

Another significant development was the progress made to promote adapted uniforms for female PNTL officers. Stakeholders expressed concerns regarding the office-based uniforms for female officers, which include skirts and high heels, as potentially constraining their operational flexibility in performing police duties — especially for pregnant female officers. The PNTL Gender Equality and Inclusion Cabinet has been advocating for pre-natal uniforms, with some notable progress in 2023. The Decree-Law No. 35/2024 of 18 October provides that appropriate pre-natal uniform should be made available to accommodate the needs of female officers during pregnancy (Article 24).

Another pressing concern that demands attention is the incidence of sexual harassment in the workplace. The PNTL Gender Audit 2022 revealed that there was limited understanding of sexual harassment among police officers; merely 18 per cent of the survey participants were able to identify forms of sexual harassment. 58 per cent of the survey participants indicated that they were aware of sexual harassment happening within the institution. Alarming, almost one-quarter (23 per cent) of female survey participants reported having experienced physical harassment, while 37 per cent reported verbal harassment, including sexual comments on women. Additionally, the assessment yielded limited yet compelling evidence that underscores the imperative for greater and targeted investments in socializing and providing all-staff training on preventing sexual exploitation, abuse and harassment.

The PNTL Gender Equality and Inclusion Cabinet appreciated the assistance from the Timor-Leste Police Development Programme in developing SOPs to handle and report sexual harassment cases within the police force.

The assessment revealed that the Strategy has been most effective as a framework for cooperation between PNTL and counterpart organizations. As underlying circumstances evolve, the strategic objectives and priorities of the Gender Strategy remain relevant but may need to be adjusted to align with the provisions of Decree-Law No. 34/2024 of 18 October, Decree-Law No. 35/2024 of 18 October and Ministerial Diploma no. 2/2011. A comprehensive assessment of the current context and the new legal framework should guide the revision of the Gender Strategy to ensure its continued effectiveness and legal compliance.

Enhancing institutional capacities, learning from good practices and lessons and adapting the next Gender Strategy to align with the recently revised legal framework will be crucial in further promoting gender equality within PNTL. The forthcoming Gender Strategy should incorporate these elements to promote an inclusive, diverse and equal institution.

SUMMARY OF RECOMMENDATIONS

RECOMMENDATION 1

Strengthen gender mainstreaming in policies and strategies

It was recommended that efforts be made to strengthen gender mainstreaming in PNTL policies and strategies. For example, the activities in the PNTL Gender Strategy should be fully and systematically integrated into the Annual Action Plans of each PNTL implementing departments or units in order to ensure that financial and staffing resources are adequately allocated annually for implementing and monitoring PNTL Gender Strategy activities. Efforts should be made to increase awareness and enhance coordination among the chief or leads of the implementing departments or units in the planning, implementation and reporting of the PNTL Gender Strategy Work Plan. Additionally, to ensure a seamless continuation of activities and documentation of progress and results made in implementing the Gender Strategy, it is recommended to enhance coordination and have proper handover and transfer of documents and responsibilities between former and new leaderships of any implementing departments or units if there is a change in the leadership.

Furthermore, although the assessment found that gender perspectives had been integrated into PNTL training (including specialist training delivered by development partners and the Gender Equality and Inclusion Cabinet), there remains space for further gender mainstreaming, most notably through the inclusion of more gender-related material in the curriculum at the Police Training Centre.

The 'PNTL Gender Strategy (2024-2028)' should prioritize building investigative competencies and skills that integrate gender perspectives. These should be survivor-centred, rights-based and sensitive to responding to the needs of women and girls subject to violence.



RECOMMENDATION 2

Increase women's participation and leadership in PNTL and address barriers to promotion and recruitment through affirmative actions

The Asia Foundation's Timor-Leste Safety, Security and Justice Perception Survey 2022 highlighted the public demand for enhanced women's participation and representation in the police force. According to survey findings, 93 per cent of general public respondents and 95 per cent of community leaders expressed the view that there should be an increased number of women in the PNTL, compared to 89 per cent and 93 per cent in 2018, respectively. It is important to increase women's participation in operational roles (including OPS and DAPV), providing support and responding to the needs of local communities. With increased women's participation, the police force will be more representative and able to respond to the distinct security needs of women and girls, men and boys in a gender-sensitive manner.

As of May 2022, women comprised only 15 per cent of 4,029 active sworn members within PNTL, and women are underrepresented in leadership roles and in operational or specialized roles; women are overrepresented in office-based or administrative positions.

While the previous Gender Strategy's recommendation for quotas in promotion and recruitment was well intended, it underestimated the time required for legal and administrative reforms to be put in place. As the new round of recruitment will be held in 2025, it is imperative for the PNTL to examine its recruitment policy and introduce affirmative actions to increase women's participation in the PNTL, including a quota for 30 per cent of all the new recruits as women. It is advised that the Human Resource Department and the Gender Equality and Inclusion Cabinet explore opportunities to promote the recruitment of women and target a female audience in recruitment activities, including young women in universities. Additionally, PNTL female officers currently serving in different units, including operational and specialized units, should be engaged to share their experiences and stories of empowerment.

Previously, the requirements for PNTL recruitment, stipulated in Ministerial Diploma no.2/2011, present certain barriers to the recruitment of women, particularly restrictions on recruiting pregnant or married applicants. Prior to the next round of PNTL recruitment

in 2025, it is vital to conduct a thorough review of the major barriers of the recruitment policies related to the exclusion of married and pregnant applicants, review physical requirements that might not reflect operational requirements and needs, and develop a plan to address these barriers.

The interviewed stakeholders have also identified the need to fully examine the policies and measures related to promotion. This should include supporting flexible working conditions for officers, particularly female officers, who often have to balance family care duties. Some consulted stakeholders identified this as one of the major obstacles that needs to be addressed in order to retain married female officers. Stakeholders noted that having a university degree as a requirement for promotion remains a particular barrier to otherwise competent female officers who are unable to study outside of work due to family care duties. The next Gender Strategy should consider ways of reforming this requirement.

Moreover, consulted stakeholders recognized the need to upscale leadership and related training to target and empower potential female police officers. By enhancing their skills and self-confidence, women in the police force can take on leadership and decision-making roles more effectively, thereby contributing to a more inclusive and gender-sensitive PNTL.

RECOMMENDATION 3

Develop and extend the next PNTL Gender Strategy

Some stakeholders shared that the next Strategy should be designed to be more concise and straightforward. It should contain realistic goals, outcomes and metrics to measure progress.

A well-structured, easy-to-understand strategy with a monitoring and evaluation framework that clearly defines roles and responsibilities for relevant PNTL units and that establishes clear goals with measurable indicators will ensure better implementation and tracking, leading to more effective results. Baseline data should be collected at the beginning of the new strategy's implementation, and realistic and specific targets should be set. The PNTL Gender Equality and Inclusion Cabinet should lead and conduct annual monitoring and reporting against targets. The relevant PNTL actors and units should be held accountable for implementing and reporting in accordance with the new Gender Strategy.

RECOMMENDATION 4

Provide further support to the PNTL Gender Equality and Inclusion Cabinet in performing its roles

The evaluation found that the PNTL Gender Equality and Inclusion Cabinet plays a pivotal role in nurturing a supportive community for both women and men within the PNTL. The forthcoming Gender Strategy should incorporate recommendations to enhance record-keeping, report-writing and day-to-day administration within the Gender Equality and Inclusion Cabinet so it can continue to build on this record of success. Furthermore, it is advised to establish clear protocols for filing and handovers during the transition of leadership to ensure continuity and effectiveness of the Cabinet's activities and proper documentation of progress, results and actions to be followed up.

Stakeholders recognized the importance of providing substantial support to the PNTL Gender Equality and Inclusion Cabinet to broaden its influence and responsibilities. It is important that the Cabinet is empowered to proactively assess PNTL gender policies and practices.

Although the previous Gender Strategy included plans for building capacities for gender-responsive budgeting and for creating gender equality monitoring mechanisms, the assessment highlighted a need to expand these areas, particularly by increasing the Gender Equality and Inclusion Cabinet's monitoring capacities. This will ensure a consistent focus on gender issues throughout the whole of the PNTL and further enable the Cabinet to provide comprehensive oversight and advocacy for mainstreaming gender in PNTL policies and strategies.

RECOMMENDATION 5

Increase support for promoting leadership and confidence building among PNTL female police officers

This assessment found that although success had been achieved in improving women's access to vehicles in PNTL (especially those in the Support for Vulnerable Persons Department), a lack of confidence and practical driving skills remains an issue. The forthcoming Gender Strategy should address the confidence gap experienced by female police officers, especially in areas such as driving and using firearms. Encouraging dialogue between female members, the PNTL Gender Chief and Municipal Commanders may help identify useful confidence-building measures.



RECOMMENDATION 6

Provide gender training to all staff

To address the root causes of inequality, it is crucial to acknowledge that these extend beyond the institution and are intertwined with complex cultural and economic issues. As such, overcoming these challenges necessitates the incorporation of gender-sensitive competencies in police training, education and development programmes. It is thus recommended that basic concepts of gender equality, inclusiveness, non-discrimination, gender-based violence, trafficking in persons and gender and protection considerations be included in the standard curriculum of the PNTL Training Center for all police officers. This should not be limited to the gender focal points or the Support for Vulnerable Persons Department.

Furthermore, specific training on handling gender-based violence and trafficking cases should be provided to the Support for Vulnerable Persons Department and corresponding units in both Dili and other municipalities. Online platforms and social media are increasingly being used to recruit, control and exploit individuals. There is also a notable global rise in online sexual exploitation and abuse. To address this, it is essential to provide training on identifying signs of trafficking, sexual exploitation and abuse in cyberspace and understanding the associated risks. It is critically important for the government to develop and bolster gender-inclusive cybersecurity laws and policies, which ensures the protection of the rights of women and girls and responds to their cybersecurity needs.

Future training provided to PNTL should consider the societal and cultural drivers of gender-based exclusion and discrimination that permeate all aspects of public and private life in Timor-Leste. By integrating a more comprehensive understanding of these issues into their practices, PNTL can more effectively address these deeply ingrained issues.

Moreover, it is paramount to enhance outreach to gender focal points. Stakeholders expressed that while job descriptions for these focal points have been created, these need to be effectively communicated and supported with ongoing resources.

Consulted focal points also emphasized the value of accessing further training and opportunities for cross-municipal learning and experience-sharing with their colleagues during visits to Dili. By equipping gender focal points with knowledge, skills and confidence to do their job and with the support of colleagues and the PNTL more generally, they will be able to perform their roles more effectively.

RECOMMENDATION 7

Disseminate and provide training on the SOPs on Sexual Harassment Prevention and Response to all PNTL staff members

The PNTL launched SOPs on sexual harassment prevention and response in 2023. The SOPs clearly define sexual harassment, establish disciplinary actions and provide survivors with essential support. It is imperative to make targeted investments and develop concrete plans for increasing awareness and confidence of the use of sexual harassment reporting mechanism, and integrating related training into the standard PNTL curriculum and gender focal point training. Additionally, consulted stakeholders highlighted the importance of holding all-staff training on these procedures and on report handling in order to ensure a confidential, survivor-centred and user-friendly reporting system.

Ongoing support for the PNTL Sexual Harassment Prevention Working Group will ensure continued momentum and progress in addressing this significant concern.

RECOMMENDATION 8

Continue engagement and coordination between PNTL and development partners

PNTL and the development partners interviewed during the assessment all reported that their collaborations had been productive. Building on the positive experiences from the 2018-2022 strategy, the forthcoming PNTL Gender Strategy should continue to build upon and expand these partnerships wherever possible.



