

The Journal

for women and policing

Winter Edition 2010 – Issue No. 26





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The Journal

for women and policing

Issue No. 26

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Front Cover:

RPNGC Police Officers

Stephanie Gwingin, Collete Yourin, Jacobeth Kerry, Apita John, Angela Nickson, Angela Peken, Cecelia Kosek

EDITOR'S REPORT

Kim Eaton

This 26th edition of the Australasian Council of Women and Policing journal is dedicated to the policemen and women who work in the Asia Pacific Region. Their work involves a diverse mixture of cultures, traditions, languages, political systems and living conditions. If, as a police officer in Australia you feel challenged, take a minute to think about your pacific colleagues who are tested in more ways than you can ever begin to imagine.

In the Pacific region, women generally have unequal rights to property, experience a high degree of sexual and domestic violence and are underrepresented in decision-making at community and political levels. Key indicators for women in relation to literacy, education, employment and poverty also highlight the inequalities between men and women. Keeping this in mind, it was not surprising to find that the majority of articles submitted for this edition reflect domestic and sexual violence.

Gender-based violence is increasingly recognised as having become a serious socio-cultural and public health concern in many parts of the region and efforts are being made to place this issue more firmly onto the political agenda. Melissa Stutsel from Australia's International AID Agency (AusAID), sets out some of the key activities that are addressing the issue of violence against women in the Pacific and East Timor, particularly in relation to improving women's access to justice. This Journal provides a snap shot of recent measures to combat violence against women in Vanuatu, Solomon Islands, Papua New Guinea, Nauru and the work of the Pacific Prevention of Domestic Violence Program (PPDVP).

We've captured the career of Pacific Police Officers with an aim to highlight women who are leading the way with their work ethic, willingness to diversify in their careers and to improve their organisations response to women. Federal Agent Leisa James writes to us from Jakarta on the Indonesian National Police and People Smuggling Investigations while Superintendent Karen Newett takes us on a journey through three International missions in Sudan, East Timor and Papua New Guinea.

If you have attended an ACWAP Conference's over the last eleven years you would have met our colleagues from the Pacific. Their attendance would not have possible without the generous contribution of AusAID, the Australian Federal Police and our Sponsors.

Through the annual Excellence in Policing Awards, ACWAP has been able to recognise and award the achievement of individuals in the Asia Pacific Region. The 12th Annual Excellence in Policing Awards are being held in Brisbane on the 16 October 2010 and



Helen McDermott and Kim Eaton

we look forward to receiving nominations for this event, visit our website www.acwap.com.au for more information.

I take this opportunity on behalf of the ACWAP Committee and our members to acknowledge and thank Barbara Etter who has recently resigned from her position as Assistant Commissioner, Western Australia Police Service and subsequently her role on the ACWAP Committee. Barbara's contribution to policing has lifted professionalism and accountability standards to a higher level and she will be greatly missed on the committee by us all. Congratulations Barbara for being such an inspirational role model, we thank you and wish you well in Tasmania. (See report by Phillip Green to enlighten you further on Barbara's new role).

ACWAP also acknowledges Assistant Commissioner Sandra Nicholson who retires from policing on 1 July after over 35 years community service to Victoria.

Plans are underway for our next 'Women in Policing Conference' which will be held in Tasmania in 2011.

I personally have found the ACWAP Conferences enlightening, motivating and resourceful, plus they are a great networking opportunity for police, academics and all who attend. Information about the conference can be found on our website so make sure you start planning for your attendance now.

Thank you to all who contributed articles from the Asia Pacific, ACWAP acknowledge and endorse the enormous amount of work being done to support women both within Pacific Police Force's and within the community. The aim of this journal is to enlighten you of the many initiatives currently undertaken. I now hand the editorial of the Journal back to Kylie Cody who is looking forward to receiving your contributions for our Summer Journal on Networking.

Email Kylie at Kylie.coady@afp.gov.au

As this winter edition is about to go to print, I write to you from Papua New Guinea where we are enjoying 29 degree days and cooler 20 degree nights and our work continues.....

Kindest regards to all

Kim Eaton

PRESIDENT'S REPORT



**Acting President
Phillip Green**

In this first month of winter, we have seen significant moves by some of our senior women police with the resignation of former Western Australia Assistant Commissioner Barbara Etter and the appointment of two women Assistant Commissioners in Victoria, Lucinda Nolan and Wendy Steendam. However, with the pending retirement of other executive women police, there will be a continuing struggle to maintain the existing level of representation of women in the ranks of senior police. This trend appears consistent with the 2008 census by the Equal Opportunity for Women in the Workplace government agency which found only 8.3% of directors of ASX listed companies were women; down from 8.7% in 2006. The challenges facing women in police might be argued to be more difficult than those facing the wider community, when considering the lower comparative workplace representation of women. In response to these issues, the Council is seeking to refocus and reinvigorate consultative and support networks for women in policing and ensure clear and effective communication with relevant national bodies. The 2010 Queen's Birthday honours list published on Monday 14 June provided a good example of the need for relevant support and networking forums for women, with only two of the 30 Australia Police Medal recipients being women. The Council congratulates Inspector Deborah Platz from the Queensland Police Service and Inspector Kerry Hynam from Victoria Police for their achievements, culminating in their recognition as recipients of the Australia Police Medal.

The value of support, networking and mentoring for women cannot be underestimated. The Council has recently assisted women from the wider emergency service community in Australia by providing advice and support for the formation and development of relevant representative groups including women paramedics. Despite a 2008 NSW Parliamentary inquiry into the Ambulance Service of NSW following incidents including the tragic suicide of NSW Paramedic Christine Hodder, women paramedics have no current national representative group. In Victoria, university undergraduate paramedic students comprise 50% women and yet

women in operational ranks above 'Qualified Ambulance Paramedic' (QAP) account for just 13% of positions. The current liaison and networking with the Council and other emergency service groups will hopefully build on existing outcomes and improve mutual capacity with particular focus on a higher profile for women's issues; consultation with a broader range of stakeholders; greater input to police-related decision and policy forums; and confidence building for women.

In November 2009, investment bank Goldman Sachs JBWere released a report on female participation in the workforce titled *'Australia's Hidden Resource: The Economic Case For Increasing Female Participation'*. The report considered prescriptive women representation quotas and concluded that by closing the gap between male and female employment, Australia's GDP could increase by as much as 11%. One of the report's key recommendations was that governments develop a timetable for increased female participation in Australia's top 200 boards and related management structures. From a capacity perspective, Australian corruption body studies of increased women representation in policing indicate that with increased quotas, police services benefit through reduced complaints and increased public confidence. Internationally, Norway has introduced a 40% fixed quota for women on boards whilst French President Nicholas Sarkozy has tabled a bill requiring all French listed companies to ensure women make up 50% of their boards within five years. In a current police environment of misrepresentative and unbalanced numbers of women in the workplace, particularly at management and senior management rank, women's representative networks, including ACWAP, hold an increasingly relevant and prominent role in advocating women employment quotas. In reflecting changed community expectations, aspirational quota targets emerge as a logical and appropriate discussion inclusion in attraction and recruitment agenda. ACWAP is and should remain a voice at the table as part of any related discussion.

In April 2010, The Honourable Tanya Plibersek, MP, Australian Government Minister for the Status of Women, launched the report of the National Survey on Community Attitudes to Violence Against Women 2009. The report highlighted the importance of cultural and attitudinal change in reducing violence against women together with the importance of framing population-wide communication and social norms campaigns that promote egalitarian and respectful relations. On 9 April 2010, ACWAP Assistant Secretary Michelle Plumpton released a statement in support of the survey including the Council's message about the need for comprehensive preventative approaches for achieving changes in community attitudes related to violence against women.

In the absence of a replacement body for both the Australian and New Zealand Equal Opportunity Consultative Committee (ANZEOCC) and the Commissioners' Australasian Women in Policing Advisory Committee (CAWIPAC), the Council's role in communication, education and advocacy is now more relevant than ever.

25 November is International Day for the Elimination of Violence against Women – now also known as White Ribbon Day. The United Nations adopted a declaration to end violence against women in 1993 with the November date now recognised world wide. In October 2009, Victoria Police Chief Commission Simon Overland joined with AFL Chief Executive Andrew Demetriou in launching the Victoria Police White Ribbon Ambassador program; an initiative now supported in a number of Australasian police jurisdictions. The AFL and other sporting codes complement White Ribbon with respect and responsibility programs. With one in three Australian women experiencing at least one incident of either physical or sexual violence from the age of 15, it's statistically probable that you know and/or are related to a woman affected by violence. From an economic perspective, Access Economics cite the annual cost to the Australian economy for violence against women at \$8.1 billion – the human toll and impact is far more significant.

The 2010 White Ribbon campaign has commenced. Whilst the Council maintains the need for more inclusive discussion and greater advocacy in support of women affected by violence, ACWAP commends the program to you and encourages your discussion and promotion in your respective workplaces. One of the important aims of the White Ribbon campaign is encouraging men to speak out about violence against women. By staying silent or ignoring violence we become complicit. By encouraging discussion and engaging people on this issue, we can achieve positive change to attitudes and encourage behaviours that support the elimination of violence. Together with the forthcoming ACWAP awards, Council support of recognition for women and women support programs remains valid and relevant to our shared goals and vision.

OUR PEOPLE

On Tuesday 1 June 2010, the Tasmanian Government announced the appointment of Ms Barbara Etter as Chief Executive of Tasmania's Integrity Commission. In assuming her new position, Barbara has resigned her Committee membership from the Council whilst promising to keep in touch through her new role. Barbara has been an active Council supporter and Committee member for many years and as one of the

few executive women police in Australasian policing, she has provided invaluable support to men and women police both as a role model and leader through police research; innovation to police practice and through as active contributor to the Council journal, conferences and other forums. Barbara has an extensive and impressive history in policing that includes service in NSW, the Northern Territory and most recently, Western Australia. Barbara previously chaired the Police Commissioners' Policy Advisory Group (PCPAG) and was the Director of the Australasian Centre for Policing Research (ACPR) in Adelaide for over five years. The Council remains indebted to Barbara's contributions and support over many years and on behalf of the wider membership, offers sincere thanks and best wishes for this exciting new chapter in her professional life.

In early June 2010, Victoria Police Chief Commission Simon Overland announced the appointment of three new assistant commissioners, Lucinda Nolan, Wendy Steendam and Andrew Crisp. Lucinda, joined Victoria Police in 1983 and boasts extensive operational experience in the inner city, Crime Department and specialist areas including the Ethical Standards Department. Lucinda has recently worked as the Superintendent in a Melbourne metropolitan division where she has overseen a significant reduction in crime and the road toll. Lucinda was a Victoria Police representative on the Commissioners' Australasian Women in Policing Advisory Committee from 2000 to 2005 and is an inaugural and current Board Member of the Victoria Police Youth Foundation.

Wendy Steendam has been a police officer for 26 years and worked in operational general policing roles predominantly in the western and inner city suburbs before moving into Crime Investigation where she worked in areas including the Fraud Squad, a local District Support Group and the Sexual Offence and Child Abuse Unit. Wendy has spent the last five years as a Superintendent at the Crime Department and since January 2009 she has been the senior manager for a number of squads including Homicide, Fraud, Bellier Taksforce, Sexual Crimes and the Sexual Offences and Child Abuse Co-ordination Office. In this role she was joint Operations Manager for the Operation Neath raids, as well as Operation Throng (death of Des Moran – Melbourne underworld killings). Up until 2009, Wendy was an active Committee member of the Council and provided significant assistance to the ACWAP awards and other Council activities. The Council welcomes Lucinda and Wendy's appointments and look forward to continuing the existing relationships.

THE ROYAL PAPUA NEW GUINEA CONSTABULARY

by A/Superintendent Joanne Clarkson



HISTORY

The Royal Papua New Guinea Constabulary (RPNGC) has a 126 year history. The Constabulary as it is today is the result of the joining together of two separate forces, New Guinea and Papua created under two colonial administrations in the late 1800s. New Guinea was the first colony to have police in PNG, established whilst under German possession in 1884. Papua (which was at that time called 'British New Guinea') commenced its police force in 1891. These first two police forces consisting of 100 personnel attached to each, were made up of Malays, Solomon Islanders and Fijians. These two police forces were combined in 1942 under the Australian New Guinea Administration Unit (ANGAU). This combined force assisted PNG allies in World War II, 12 officers and 76 men died in action and a total of 61 decorations were awarded to members of this force.

The Constabulary has seen several name changes. The present name came into existence in 1972 under the enactment of the Royal Papua New Guinea Constabulary Act. The Constabulary preceded the Papua New Guinea Defence Force, the Papua New Guinea Fire Service and the Papua New Guinea Correctional Service and performed the functions of all until each of these services/forces were later established.

The Constabulary was initially created to assist colonial administrations deliver western administration; western rules and practices to the new territories of New Guinea and Papua. It was used also to quell any resistance to these rules and way of life. It was therefore necessary to separate the members of the forces from the wider community and to initially use 'foreigners' who had been brought to PNG by the colonial administrations. The Constabulary's involvement in WWII strengthened the reactive militaristic beginnings of the force which are still evident today.

Sgt. Gia, RPNGC (police) Nipa multi Xmas sing sing 1962



The RPNGC has had a total of 11 Commissioners and had been under the command of Commissioner Gari Baki since 2007. The RPNGC has been an integral part of the development of Papua New Guinea as a nation.

STRATEGIC PLANNING IN THE RPNGC

A year after PNG gained independence the first Police Force Act (1976) was passed and paved the way for further developments within the RPNGC. PNG had just gained independence and was coming to terms with looking after itself. The RPNGC like other government institutions at the time was also dealing with this transition and considering what and how it was going to provide policing services to a new country where the majority of the population were still unaware independence had happened. As the country developed and changed, the role of the Constabulary



also had to change to meet community expectations and demands. It became evident that managing situations as they arose was not a feasible way to manage the organisation. This was the impetus that led to the creation of the Corporate Planning Directorate.

At around this same time (late 1980s to early 1990s) the Government of Australia (GoA) through AusAID began to directly support the RPNGC through the RPNGC Development Project. This assistance lasted 3 phases and went over a 15 year period. Support was provided in the form of Technical Assistance and other resources. One of the target areas for this assistance was Corporate Planning within the RPNGC. There was much provided in the way of training related to planning and monitoring and evaluation. This paved the way for the development of the Constabulary's first Corporate Plan in 1991; a second which covered 1994-1997; a third from 1997-2001; a fourth from 2002-2007; and the current corporate plan, 2006- 2010. The evolution of the strategic directions and goals of each of these plans complements the organisation's shift from a reactive to a more proactive method of policing focused on community policing and strengthening partnerships. At the same time a monitoring and evaluation process was developed for the RPNGC which focused on assessing and reporting against the implementation of annual action plans for the provincial commands and directorates. This monitoring and evaluation process was trialled in the National Capital District, Port Moresby in 1999 and rolled out to the provinces in 2000.

I was working in NCD at the time, having graduated from the Police College in November 1998, as an Inspector. I was looking after one of the suburban police stations and we had a station management team. In response to this new management direction my team developed a plan for our station based on the priorities of our Divisional Commander. We set ourselves some targets and at the end of every month would meet to review our progress. The Corporate Planning team visited our station and were quite pleased with what we were doing. You may call it fortunate or unfortunate for me, as this visit led to my transfer to Corporate Planning and the replication of our station plan around the country.

PRESENT DAY POLICING IN PAPUA NEW GUINEA

In order to fully appreciate current policing in PNG, allow me to paint you a picture. Papua New Guinea is a nation of approximately 6 million people; made up of about 1000 tribes with just as many different cultures and traditional practices and beliefs who speak over 800 different languages and within those languages a variety of dialects. Approximately 80% of our population live in the rural areas where there are very limited government services and very often the only service is that of either police or health.

Accessibility to the main towns, where the concentration of government services exists, is often only possible by air or a combination of walking, road travel, air travel or sea travel. PNG is a geographically challenging country. There are 4780 sworn members in the RPNGC. The police to population ratio is 1:1255, whilst the United Nations recommended ratio is 1:450. The Constabulary has approximately 263 police stations throughout the country and some of these have just one police officer stationed there. The physical state of many of these police stations as well as police housing is quite depressing. In 2007 the Government of PNG recommended that the RPNGC increase its strength to 12,000 by 2014. The present support to the RPNGC by government is minimal, yet policing services are being delivered and this is being achieved through community partnerships.



RPNGC Police Headquarters, Port Moresby

RPNGC PARTICIPATION IN THE LAW & JUSTICE SECTOR

In the second half of the 1990s the Government of Papua New Guinea shifted its focus to program planning and budgeting. This saw the creation of sectors as a means of addressing deficiencies in service delivery. This was certainly the case in the delivery of law and justice services. Law and Justice (L&J) services needed attention. Cases were being lost or dismissed in court due to quality of files or the lack of files; prison escapes were on the rise; there were remandees who'd been awaiting trial for durations that equated to the sentences they received or who's waiting time exceed sentence's received; victims also felt let down by the system. There were blockages in the system and this could only be rectified through a collaborative approach.

The establishment of PNG's Law and Justice Sector was a result of the development of the National Law & Justice Policy (NLJP) and its endorsement by government in 2000. The policy outlines the three pillars of the sector which are:

- Improved functioning of the formal law and justice system
- Improved sectoral coordination and resource use
- Increased focus on crime prevention and restorative justice

The vision of the L&J sector is "A Just, Safe and Secure Society for all".

The NLJP also created the L&J sector's coordination mechanisms being the National Coordinating Mechanism (NCM), Law and Justice Sector Working Group, (LJSWG), 12 Activity Management Team's

(AMT) and created the Law and Justice Sector Secretariat (LJSS) to support these mechanisms. The L&J Sector is made up of all the agencies that are involved in the delivery of law and justice services:

- RPNGC
- Magisterial Services
- PNG Correctional Service
- National Judicial Service
- Dept of Justice and Attorney General
- Ombudsman Commission
- Office of the Public Solicitor
- Office of the Public Prosecutor

AusAID through the Law and Justice Program and the Justice Advisory Group played a major role in the early years of bringing together the sector agencies and strengthening coordination. It would be remiss of me not to mention the commitment too and belief of the pioneer members of the NCM and LJSWG in the sectoral approach. Their tenacity is a tribute to the vibrancy of the PNG L&J sector. The Law and Justice Sector Program (LJSP) was replaced by the PNG Australia Law and Justice Partnership (PALJP) in April 2009.

The RPNGC participates in all these mechanisms. Commissioner Baki is an NCM member; Assistant Commissioner Mangae is a LJSWG member and the 12 AMTs all have Constabulary representatives. The Sector has an annual planning and budgeting process that the RPNGC participates in and the outcome of this process is the Sector Development Budget. This budget consists of projects within agencies and in AMTs that all work together to improve the delivery of law



Police women at the 2009 NCD Metropolitan Superintendent parade – Boroko Police Station

and justice services. This budget combines funding from The Government of Australia (GoA) and GoPNG. Being part of the L&J Sector family has broadened the way we think of policing. It's not just about the services delivered by the RPNGC but rather a much bigger picture. We are part of an inter-related mechanism that depends on each part to work together as a whole.

CONCLUSION

The RPNGC has a proud 126 year history and in that time has contributed to the building of PNG as a nation. About 20 years ago we began our journey towards changing the way we do policing by adopting a community policing approach. This approach has been further strengthened with our involvement in the L&J sector. The changes that we have made and will continue to make have been as a result of partnerships. Partnerships with other government agencies; with the private sector; with international friends (both as a recipient and a provider) but most importantly with our communities. Partnerships are the key to "Making it Happen" for policing in PNG.

ABOUT THE AUTHOR

Acting Superintendent Joanne Clarkson, is currently the Director, Corporate Planning for the RPNGC. Joanne is the most senior ranking female police officer currently serving in Papua New Guinea. After graduation and spending a period as the Police Station Commander, Badili, Joanne was transferred to Corporate Planning Branch in April 2000 and has served there ever since. Joanne attended her first ACWAP conference in Perth 2009, where she lead a team of 4 RPNGC officers presenting, "Making it happen in PNG".



Recruit swearing-in parade – Bomana Police College 2009



RPNGC police women in Tari



Recruits – Bomana Police College



Police Women March – Port Moresby



Acting Superintendent Joanne Clarkson

FIRST CONSTABLE JENNIFER TOLI GALIA

SEXUAL OFFENCES SQUAD – CRIMINAL INVESTIGATION DIVISION

ROYAL PAPUA NEW GUINEA CONSTABULARY

I am Police Woman (PW) First Constable Jennifer Toli Galia, from the Royal Papua New Guinea Constabulary (RPNGC). I have been a police officer for fifteen years and am currently attached to the Sexual Offences Squad (SOS) of the Criminal Investigation Division (CID). I am based at Boroko police station which is the main police station in Papua New Guinea's (PNG) capital city Port Moresby. I am going to share with you my career journey and also provide you with an overview of the SOS and how the RPNGC responds to sexual violence in PNG.

MY CAREER PATH

I joined the RPNGC as a police recruit in 1995 and went through basic police training from June to December 1995. I was one of a small number of female recruits allocated to each squad, which was normal practice back then. After graduating from the college as a probationary constable my first posting was to Boroko police station. The next 18 months saw me exposed to a wide cross section of policing duties. This gave me a lot of confidence and experience to investigate any matter that I wanted to and I set my sights on eventually becoming a detective. After 18 months service I was confirmed as a constable of police which was a very special milestone for me.

In July 1998 I was transferred from the general duties section to the Communications Centre at Boroko in the role of radio/telephone operator. I served there until April 2003 when I was transferred to the Divisional Headquarters as the Administrative Sergeant to the Divisional Commander for the National Capital



SOS Investigators office – SIC Rachael Pinda and SIC Jennifer Galia

District (NCD). In this role I gained experience in all aspects of managing the administrative matters for the region.

In May 2005, I was seconded to the Media Directorate and began hosting the Crime Stoppers and Kid's Kona Kop Shop programs on the local television station. This involved me presenting live on television about crime problems and hosting the children's program.

I performed this role until 2007 when I was posted to the Metropolitan Command as a Media and Public Relations officer to the Metropolitan Superintendent for the NCD.

It was whilst I was working at Boroko station that I started to see the good work being undertaken by the detectives. One of the areas that impressed me was the SOS and in particular how they assisted victims of family and sexual violence. After some negotiation I was posted to the Boroko SOS/CID as an investigator in late 2008 and this is where I am currently serving.

During my service with the constabulary, I have been involved in various operations and performed a variety of duties. Some of my memorable experiences include the annual Christmas-New year's operations, where I along with other officers was tasked with targeting anti-social behavior.

Some other more memorable operations have been the 2007 National election operations, the 2000 Millennium Robbery, the Sandline Crisis in 1998 and the University of PNG civil unrest which was also in the late 90's. More recently PNG has seen a number of large scale prison outbreaks and I have been involved in the operations to recapture some of them.



SOS Investigators Jennifer Galia, Smith Morikia and Veronica Ako

During this time I have also gained formal qualifications in Public Sector Management and Research from the Divine Word University in Madang. My career has evolved over the last fifteen years and my exposure to different roles has enabled me to gain invaluable and diverse experience in policing matters. It has also helped me to become a widely experienced and professional officer and provided me a good grounding for the next stage of my career as an investigator of sexual offences.

SEXUAL VIOLENCE IN PNG

As a police officer, we all know that sexual violence is a global problem and whilst every country in the world experiences sexual violence the response and attitude towards it differs between countries. In Papua New Guinea sexual violence includes sexual penetration, marital rape, offences against sexual morality such as sexual penetration against the order of nature, child

sexual abuse, commercial and sexual exploitation of women and children, procurement of a woman or girl for sexual purposes and incest.

Pack rape is not uncommon in Papua New Guinea; it is a violent crime and victims of this offence can be traumatised for life. Other offences committed against women (and children) include abduction for rape and punishment or payback rape. This form of rape is usually organised by the husband or close family member; it occurs when a woman is acting 'bigheaded' and it is used to bring her back in line and she is raped to teach her a lesson of who is in control. Rape in PNG is seen by men as using their sexuality to establish and/or maintain dominance and control of women.

Sexual penetration of minors is very common amongst victims of all ages ranging from young babies or infants to girls and boys and young women. In the majority of reported cases the offender is known to the victim and is most likely a relative or close family friend. We know that many incidents of rape go unreported to police and that there are many reasons why victims don't report. Victims are embarrassed about reporting and they don't want to bring shame on their family or live with the shame of others knowing what has happened to them. Victims are afraid of the medical process, they have very little education and knowledge of what will happen if they do report. They are also afraid of appearing in court and there are many cases that take a long time to get to court and some of our victims simply give up.

Our Commissioner, Mr Gari Baki has expressed his concern that women who are victims of family and sexual violence feel intimidated when reporting these offences to police. Women are scared of the police; afraid of not being believed and afraid of what some police will do if they do report.

Withdrawals of complaints are also common, especially in provincial areas where there are no support services for women. In a lot of areas victims are forced to go home to their family, often back to the perpetrator, as there is simply no alternative place to go. In many provincial areas in PNG there are no women's shelters or support services and where shelters exist, availability of rooms, funding, resources and skilled personnel to effectively respond to victims are the next barriers

faced. In Papua New Guinea sexual crimes are committed at all levels of the community, with a majority of incidents not reported.

Sex related issues in the days of my parents and grandparents were regarded as taboo and were never discussed openly. Today this trend has changed and many of our people have come to realise the importance of reporting sexual crimes to police and/or other appropriate authorities or persons. We know however, we have a long way to go to advocate and change community attitudes and perceptions and to gain their confidence in us.

PNG LAWS

Sexual offences in PNG are governed by our Criminal Code. In 2003 the PNG Parliament passed changes to the laws in relation to sexual offences. The Criminal Code now recognises a range of sexual offences which covers both consensual and non-consensual activities. It is designed to help prevent these crimes as well as seek justice and safety for victims, particularly children and to deter offenders with tougher penalties. The new evidence laws endeavor to make it easier for victims of sex crimes to give evidence in Court.

The PNG Criminal Code recognises that sexual offences may be committed against both male and female adults and children. It is generally accepted, however, that the majority of sexual offences are committed against females by male offenders who are often known to the victim.



Sgt Tinol Pakipon, Professor Caroline Taylor, Chief Inspector Delilah Sandeka

THE SOS IN PNG – DOING IT TOUGH

Life is very hard for women in PNG and according to our most recent statistics 1 out of every 2 women are victims of sexual assault. Life is also very hard as a police officer to be able to respond to the increasing demand for help from victims.

To be honest the police are doing it tough in the sexual offences squads around the country; they are scratching from the bottom of the barrel trying to make things happen. The SOS along with the majority of the RPNGC has many constraints and challenges which hinder and prevent us from doing our job. It is extremely hard to comply with legislative requirements and provide appropriate responses to victims when you are working in an environment which lacks funding, sufficient staff, resources, appropriate facilities, training, and a lack of accountability for inappropriate behaviour by police.

The SOS is one of the many sections of the CID. The section was first formed in the late 80's, when I was still a child. In the last twenty years, most of the investigators in these squad's were male officers, with sometimes one or two female investigators in larger stations. Today, this is changing as in most of the provincial police stations, you will find one or more female investigators. In Goroka for example, which is a police station in the highlands of PNG you will find the SOS consists of four female officers. We are still not getting the gender balance right but we are trying and slowly getting there.

SOS BOROKO

The SOS at Boroko Police Station is the busiest CID section in PNG. Our workload is extensive to the point where one would even forget he or she has other obligations after official hours. I take this time to thank our husbands, wives and children who understand the kind of work that we do and long hours we are absent from you all.

The Boroko SOS consists of three female and five male officers. Of these officers four have only twelve months service in the CID. Our office works in two shifts (day shift is from 8am-4pm and evening shift is from 4 pm-midnight). We have a good working relationship with each other and for this I give credit to our Officer in Charge (OIC SOS) Sergeant Tinol Pakipon. Sgt Pakipon takes the lead and always tries to make sure there is a

positive and vibrant work environment for all members. Sergeant Pakipon was internationally recognised last year at the ACWAP Excellence in Policing awards for the work that he does for both the RPNGC and in his response to victims of crime. We are all very proud of him for this achievement and support him being the recipient 100%.

STATISTICS

The majority of cases reported to our office are for sexual penetration, sexual touching of a child (both male and female) and sexual assault cases committed in the NCD. We generally find that adult females, adolescence females and small girls are the most vulnerable to these offences.

During 2009 our office received 265 reported cases of which in 67 cases, offenders were arrested. In 97% of the overall reported cases the offenders were known to the victims. These statistics may help you understand the enormity of this problem in PNG and we are only one SOS office.

MOTIVATION

For the last year since joining the SOS, I have personally seen changes in the working environment and the general behavior of all the investigators in regard to their investigations and personal performances. As I mentioned previously, most of the members are new in the section and despite limited formal training and courses for new members, we have learnt on the job, working alongside the more experienced members of our section. We occupy five small office spaces. Two of these office spaces are shared by two investigators each while the remaining offices are occupied by one investigator each. We do not have a designated interview room and we do not electronically record interviews.

When I first started in the SOS our desks and chairs were all broken, the walls were covered in beetle nut spit and dirt and our office was depressing and run down. Our vehicle was constantly breaking down so we would catch Public Motor Vehicle's (PMV's) to the hospital to collect medical statements. We had two computers for us all to share. With the help of the Papua New Guinea Law and Justice Partnership (PALJP) and the Law and Justice Sector Secretariat (LJSS), we were able to gain funding to purchase paint, to give a



Sgt Tinol Pakipon, OIC SOS office prior to painting

face lift to our office. We spent three weekends painting the office with the help of some local painters who donated their time. (We still have a few doors to finish, but we will get there).

One of our local retailers, Sir Brian Bell has shown his support towards our section by kindly donating new office furniture for us including 10 new desks, office chairs and filing cabinets along with a lounge suite. They are currently making us curtains and we have 5 new split system air conditioners arriving in May 2010. The Australian Federal Police are generously assisting with funding to install the air conditioners and once this is done we will have a more welcoming, victim friendly environment. Since our face lift we have received many positive comments from complainants, victims and other comrades. It has also personally motivated us, and given us more pride in our workplace.

Through the Front Line Policing Improvement Project (FLPIP), we have received a vehicle and two new computer sets. This has helped towards our day to day logistics of conducting our investigations, taking statements and getting witnesses to court. I would like to personally thank the Australian Government for the ongoing assistance being provided to the Royal Papua New Guinea Constabulary and to the people of Papua New Guinea through the working partnership between the two governments.

Sergeant Pakipon tells us, "Officers working in Sexual Offences are special people", because they have a heart for helping victims and catching offenders. He also says that we should never ever give up.

When he came back from the ACWAP conference in Australia last year and told us that he was motivated by what he heard and saw from all the other police and academics who attended the conference we were all motivated to try and do better. Sgt Pakipon met Professor Caroline Taylor one of Australia's leading experts in the field of child and adult sexual violence at this conference. As a result of that meeting he invited Professor Taylor to come to PNG to present at the Interagency Sexual Offences workshop held in October last year. Professor Taylor spoke to us about the criminal justice response to victims and about secondary victimisation. This two day workshop predominately covered sexual offence legislation and was largely conducted by senior prosecutors from the Office of the Public Prosecutor. Dr Angela Seginami the gender based violence spokesperson from PNG's Gynecology and Obstetrics Society provided us with information in relation to the medical response for victims in PNG.

RPNGC INITIATIVES IN RELATION TO SEXUAL OFFENCES

In 2009, the RPNGC issued Commissioners Circular 4/2009 which related directly to the management of matters of a sexual nature. This policy was included in a sexual offence investigators handbook accompanied by an investigators guideline incorporating the 2003 legislative changes. The purpose of circular 4/2009 is to clarify the constabularies' position in relation to the investigation of sexual offences.

The establishment of the Family and Sexual Violence Unit (FSVU) is another initiative of the RPNGC to assist in their response to victims. Police Commissioner Gari Baki has supported the establishment of the FSVU in Port Moresby at Boroko Police Station. This unit is part of the FLPIP which has been established to improve frontline police service delivery supported by Australian Government through the PNG-Australia Law and Justice Partnership.

Commissioner Baki has stated that this unit will be the trial for future units to be rolled out throughout PNG. The FSVU consists of two arms, the initial or first response section, where victims are referred to from the front counter. It is here where complaints are heard and the necessary assistance is established.

Police can assist victims with Interim Protection Orders (IPO's), take complaints, make referrals to welfare, hospital, shelters, provide transport and court support. During 2009 nearly 800 victims reported to the three initial response desks of the FSVU. Currently the FSVU consists of 8 uniformed police officers and as you can imagine the ever increasing demand outweighs the current capabilities.

The indictable matters such as serious assault, attempted murder, grievous bodily harms and sexual offences are referred to the investigative arm of the unit, which is our office the SOS. The FSVU initiative has given hope to victims and police are now responding to victims of family and sexual violence and they are no longer told their complaint is a family matter and sent away.

The "Sexual Offences Interagency Working Group" was formed in December 2008. This working group is currently made up of representatives from RPNGC, Office of the Public Prosecutor, Department of Health and the Obstetric and Gynecological Society. Sergeant Pakipon is the chair of this working group. The aim of the working group is to improve and promote an increased interagency cooperation and coordination of services for victims. To date this group has been able to share information about the current situation of each department and agency to identify what services are available for victims and from which department. Currently this group is working on the development of medical/ legal protocols and interagency coordination.

CONCLUSION

There is a long way to go to improve our response to victims of sexual offences and I have purposely not mentioned all the trials and tribulations that our section has experienced or many of the adversities we face. PNG is known as the land of the unexpected and to be working in the SOS after the career path I have gone down the last fifteen years is unexpected. From my experience so far I understand that we all have an important role to play in contributing to a national multi-agency approach to improve our response to victims of sexual offences. I feel lucky to be amongst a team of officers who have a sense of ownership toward our section and towards improving our response to victims.

ALEXANDRIA TOKURA

POLICE WOMAN SENIOR CONSTABLE – 7692

ROYAL PAPUA NEW GUINEA CONSTABULARY (RPNGC)

By Superintendent Tony Duwang¹ – Director of Internal Affairs – RPNGC

The first thing that you notice about Senior Constable Alexandria Tokura is her quiet easy going nature and even quieter tone in which she speaks. Alexandria is the administration Sergeant in the Internal Investigation Unit, Internal Affairs Directorate, of Royal Papua New Guinea Constabulary (RPNGC).

Senior Constable Tokura has been a member of the RPNGC since the 17th January 1979 – just over 31 years she says with pride. She said that in official correspondence she is recorded as Police Woman (PW) Senior Constable Tokura. The PW helps differentiate the women from the men in the Constabulary.

When Alexandria joined the RPNGC she was only one of a handful of women in the organisation. She was one of 6 policewomen in her recruit class and her group was only the 5th intake which included females alongside the male recruits. She said the first intake of police woman into the RPNGC was in 1977; just two years after independence, and this saw the recruitment of three police women. Alexandria said those three women are still members of the Constabulary and two of them are commissioned officers. She said Chief Inspector Miriam Yawa is the current staff officer to the Deputy Commissioner (Operations), Chief Inspector Kathy Dobbs was working in Madang and Chief Sergeant Maria Euga was working in Lae.

Alexandria Tokura is a Tolai and hails from the Duke of York islands which are nestled between the New Britain and New Irelands provinces in the New Guinea Islands area. Her village of Kabilomo is the 2nd largest village on the main island and has a population of between 2000 and 3000. She said it takes about an hour to get to Kokopo which is the capital of East New Britain province and it takes a lot longer if the seas are rough.

Senior Constable Tokura was not always destined to become a police officer. She said she first thought



Senior Constable Alexandria Tokura

about becoming a police officer whilst she was training to become a librarian during a course she was attending in the nation's capital Port Moresby in 1978. She said she applied to join the Constabulary whilst in Port Moresby and shortly thereafter returned to her village. She said she heard nothing more about her application until one Sunday evening in December 1978 when she was listening to the local 'Tok Save' radio program. During the program there was an announcement that RPNGC recruiters were in Rabaul and were looking to recruit police women. Alexandria sprang into action and managed to convince her older brother to take her to the then provincial capital² the first thing the following morning.

She recalls the trip to Rabaul in a timber boat, "Not like the modern ones we use today", she said, but it got us to where we needed to go. She recalls presenting

herself to the front counter of the Rabaul Police Station and asking for the recruiting staff. She said she was lead to a room where she saw seven other women also applying to join the police force. She said they all then sat for an exam and they were told to present themselves back the next morning to get their results. Alexandria said she thought she had done well and the only thing she could remember being in the test was "plenty of English". Whilst not her first language, she felt confident she had passed all the requirements.

The next morning she eagerly awaited the test results and was pleased when she was told that she and four other women would progress to recruit training in Port Moresby. She said, two of the woman didn't pass and were sent home. She was also told to go home to her village and wait for official notification to attend the training. A few weeks later a registered parcel turned up on the Duke of York Island which contained joining instructions and air tickets to Port Moresby. She said she flew to Port Moresby from Rabaul on the 16th January 1979 and commenced training at the Bomana Police Training College the next day.

Alexandria said that there were a total of seven women who started at the Police College including her. She said they were five women recruited from Rabaul and two other women from elsewhere in PNG.

When asked what she recalled about her training, Alexandria stated her biggest shock was all the swearing and yelling at the recruits by the instructors. She said she never got use to that and was initially pretty scared by the whole process. Alexandria recalls that during her training, having women in the police force was still a new concept. A concept, she says, not all men agreed with. She recalls that all the women wanted to do was be on an equal footing with the male recruits but unfortunately some of the men tried to put us in our place and that was to be subservient to them. Fortunately it was only a small number who did this and overall the recruit training was a good experience.

After the 6 months of training at the college, all the recruits graduated and were sent to stations around the country. Alexandria was sent to the Juvenile Squad which looked after child welfare and wayward children. She said at the time most of the police women were sent to local CID (Criminal Investigation Departments) which specialised in sexual crimes or to the welfare and community policing areas. They were given the 'soft'

positions because management didn't really know what to do with them.

Alexandria has spent her entire career working in Port Moresby and the National Capital District (NCD³). In her early years she worked in CID and general duties at Boroko and Gerehu and in communications at Boroko. In 1984 she completed prosecutions training and secured a permanent position in Boroko Prosecutions in 1986. She remained in that position until 2003 when she was transferred to the Internal Affairs Directorate at Police Headquarters.

She said there have been many notable cases she has prosecuted over the years but now prefers to leave the past in the past. She said she has felt privileged to have worked as a police officer for the last 31 years and has no plans for retirement at the moment

SOME INTERESTING FACTS

The trend now has seen many female recruited into the Constabulary. The RPNGC now has a total of 373 females with 7 female commissioned officers. The highest ranking female officers are Acting Superintendent Joanne Clarkson (Acting Director Corporate Planning), Chief Inspectors Miriam Yawa (Staff officer Deputy Commissioner Operations), Delilah Sandeka (National Family and Sexual Violence Coordinator) and Cathy Dobb (Officer in Charge Traffic – Lae).



Internal Affairs Directorate Staff – RPNGC

¹ Superintendent Duwang is the Director of Internal Affairs of the Royal Papua New Guinea Constabulary. He is currently studying law at the University of Papua New Guinea. He has been a police officer of 18 years.

² Rabaul was destroyed by the eruption of Mount Tavavur in 1998 and shortly thereafter the administrative centre was relocated to Kokopo about an hour south of Rabaul.

³ The National Capital District (NCD) is similar to the Australian Capital Territory (ACT) where the administrative function for the country is maintained.

ACWAP CELEBRATE EXCELLENCE IN POLICING

ACWAP CALLING FOR NOMINATIONS – 2010 AWARDS

By Hoa Nguyen

The Australasian Council of Women and Policing (ACWAP), host the annual Excellence in Policing Awards to provide an opportunity to recognise and reward those who are delivering excellence in policing. The awards publicly acknowledge the achievements of women and men who are contributing towards improving policing, law enforcement, and policing services for women in Australasia. The purpose of the awards is to ensure that women's concerns and needs are taken into account by policing and law enforcement and to encourage and recognise those who are achieving in this area.

In recent years, there have been many men and women working in policing and law enforcement from the Asia Pacific region who are making great contributions towards improving policing for women. The Excellence in Policing in the Asia Pacific Region Award was specifically designed to recognise the role of police in the Pacific.

In 2006 Inspector Maryline George from the Vanuatu Police Force received the award for Excellence in Policing in the Asia Pacific region. Inspector George was a friend, mentor and inspiration to other women both within the Vanuatu Police Force and within the community of the Pacific Islands.

Also recognised in 2006, were three New Zealand Police officers, who received awards for their outstanding contributions towards improving policing for women.

Ms Helen Harris received the Most Outstanding Female Administrator award. Ms Harris was recognised for her devoted leadership, mentoring and innovative problem solving. She has developed best practice in providing policing services to women through policy review.

Sergeant Alan McGlade, the recipient of the Excellence in Policing for Women Initiatives Award was recognised as a Champion for his innovative work to improve

reporting of domestic violence and child sexual abuse and in reducing incidence's of violence.

The third recipient in 2006 from New Zealand was Inspector Paula Stevens who was awarded the Bev Lawson Memorial Award in recognition of her outstanding leadership and management demonstrated both in her efficiency at work and in her personal life.

In 2007, New Zealand Police maintained their previous success and were the recipients of the Councils, Most Outstanding Female Administrator and the Most Outstanding Female Practitioners Awards.

Ms Catherine Gardner received the Most Outstanding Female Administrator Award for her dynamic innovative leadership which enabled her to successfully complete a restructure and expansion of the District File Management Centre.

Mrs Gabriel Quirke, was the recipient of the Most Outstanding Female Practitioner Award for developing the Whakakotahi Family Violence project to improve and reduce the instances of repeat family violence.

Inspector Juanita Matanga from the Solomon Islands, promoted to Chief Superintendent in 2009, was the recipient of the Austral Media Excellence in Policing in the Asia Pacific Region Award. She was recognised for being an outstanding and passionate mentor for policewomen and for women in the community.

Last year, at the 11th annual Excellence in Policing Awards, presented at a gala dinner at Government House, Perth, Western Australia, Sergeant Tinol Pakipon from The Royal Papua New Guinea Constabulary was recognised for being an outstanding, passionate detective who is respected throughout PNG. Sgt Pakipon is internationally renowned as an expert on sexual offence investigations in PNG. He received the Excellence in Policing in the Asia Pacific Region Award, the first Papua New Guinean to achieve this recognition.

THE ACWAP IS NOW WELCOMING NOMINATIONS FOR THE 12TH ANNUAL EXCELLENT IN POLICING AWARDS.

Award categories for the Annual Excellent in Policing Awards:

- **Bev Lawson Memorial Award** the council's most prestigious award, open to women in policing, law enforcement activities and/or support services.
- **Most Outstanding Female Leader Award** is awarded to a female who is dynamic and possesses innovative leadership.
- **Bravery Award** is opened to the individual with the bravery required to make positive impacts for everyone in both policing and the community.
- **Most Outstanding Female Administrator Award** recognises a woman who provides effective and gender sensitive administrative, policy development, management, human resource or information and communications technology support to policing or law enforcements.
- **Most Outstanding Female Investigator Award** honours a woman who helped improve how criminal investigations respond to crimes against women and how police deal with women offenders.
- **Most outstanding Female Practitioner Award** tributes a woman who is practicing any aspects of policing and who has shown a tangible commitment to improving the delivery of policing and law enforcement services to women in the community
- **Excellence in Policing for Women Initiative Award** commemorates an individual, unit or agency. The Award acknowledges the excellent work being done by individuals and groups who are working to bring together women and those responsible with implementation of human rights.
- **Excellence in Policing in the Asia Pacific Region** awards the achievement of individuals who contribute to making policing and law enforcement better for women in the Asia Pacific region.
- **Excellence in Research on Improving Policing for Women Award** recognises individuals who complete research that explores how policing or law enforcement can be improved for women.
- **Audrey Fagan Memorial Award** honours the memory of Assistant Commissioner Audrey Fagan, The Australian Federal Police's, Chief Police Officer; the award recognises women who have exceptional qualities as a mentor, role model and leader of men and women in policing and law enforcement.

Nominations for the 2010 Awards are now open. To find out more and to nominate someone who is

making a real difference to policing visit the ACWAP website at www.acwap.com.au.

Nominations for the 2010 Awards close on 20 August.

The 12th Annual Excellence in Policing Awards presentation dinner will be held in Brisbane on 16 October 2010 at the Marriott Hotel.



Inspector Juanita Matanga from Solomon Islands presenting Kim McGee traditional beads



2009 Excellence in Policing Awards held at Government House, Perth



ACWAP committee members – making the awards happen

GENDER BASED VIOLENCE RESEARCH NATIONAL GOVERNMENT AND POLICE RESPONSE IN THE SOLOMON ISLANDS

The Project "Socio-Cultural Research on Gender Based Violence and Child Abuse in Micronesia and Melanesia" which was undertaken by the governments of the Solomon Islands and Kiribati occurred between 2007 and 2010. The research initiative stemmed from the World Health Organisation (WHO) Multi-Site Study on Domestic Violence, which was initiated earlier in the decade with support from United Nations Population Fund (UNFPA), the Secretariat of the Pacific Community (SPC) and the Australian Agency for International Development (AusAID). This research project was designed to replicate the WHO multi-country study on gender-based violence (GBV) methodology (with specific country adaptations) to determine the magnitude and nature of GBV in three Pacific Island countries, representing Melanesia, Micronesia and Polynesia. This was a precursor to improving government policies and developing programmes to counter this violence. Samoa was the first of three countries to complete the research, and the report was released in 2004. The remaining two countries to complete the research, Kiribati and Solomon Islands have recently completed their research and publically launched the findings of the national surveys.

Initial findings for this project indicate alarmingly high rates of violence for countries studied which are near the high end of all countries that participated in the WHO multi-country study which was conducted across 20 locations world-wide. For example, in Kiribati, the study found that the majority of women in Kiribati (2 out of 3 women) have repeatedly been hit/hurt and/or sexually violated by their husband or partner and that women are more at risk of violence in the home than violence outside home.

The study also found that women in Kiribati:

- Are the victims of **severe** forms of violence such as being punched, kicked, beaten or had a weapon used against them
- almost half of the women were sexually violated by



Pionie Boso – Country Coordinator, SI Gender Based Violence and Child Abuse Project

their husband/partner

- Almost all women (9 out of 10) have experienced emotional abuse/ controlling behavior by husband/ partner
- Many women (1 out of 5 women) reported they were sexually abused by men in their families before the age 15 years.
- In some cases, women were sexually violated by people outside of their families

In the Solomon Islands, the study found that the majority of women (2 out of 3 women) have repeatedly been hit/hurt and/or sexually violated by their husband or partner. This is very high compared to

similar studies done in other countries. Furthermore, women are also more at risk of violence in the home than violence outside home.

The study found that women in Solomon Islands:

- Are mainly the victims of severe forms of violence such as being punched, kicked, beaten or had a weapon used against them
- almost half of the women were sexually violated by their husband/partner
- More than half of all women (1 out of 2) have experienced emotional abuse/controlling behavior by husband/partner
- Many women (1 out of 3 women) reported they were sexually abused by men in their families before the age 15 years.
- In some cases, women were sexually violated by people outside of their families

The support of the host governments of Kiribati and the Solomon Islands has been substantial. The National Statistics

Offices for both countries, along with the focal ministries, have taken full ownership of both surveys due to their intimate involvement in all steps of the research process. The Government of Kiribati proceeded with a pre-launch of key findings in December 2008, while the Government of the Solomon Islands released domestic violence prevalence rates during the White Ribbon Day Campaign of November 2008. The formal launch of results for the Solomon Islands study was completed in December 2009.

The Solomon Islands Government has endorsed the Gender Based Violence/Child Abuse (GBVCA) draft report in November of 2009, and has since then passed two important policies through Cabinet. These policies are the Gender Equality and Women's Development Policy and the Elimination of Violence against Women (EVAW) Policy. The latter policy has a National Action Plan to assist in policy implementation. The Ministry of Women, Youth and Children Affairs will

oversee a multi-sectoral approach to zero tolerance across government and civil society.

This policy will be implemented alongside and as a subsidiary policy to the Gender Equality and Women's Development Policy. It will be implemented via a national EVAW Task Force comprised of representatives of violence against women (VAW) support agencies (police, health & medical services, education, VAW refugees and treatment agencies.)¹

Under the new National Action Plan Outcomes and Activities, Key Strategic Area 1 is to "Develop national commitments to eliminate VAW."

Actions under this key strategic area that involve the police include:

- 1.1 Plan, organize and establish a mechanism for high-level collaboration and cooperation between governments, donors and CSOs with regard to service delivery to women victimized by violence. (The Gender Equality and Women's Development Policy National Steering Committee (GEWD NSC) is a possible mechanism to use for this purpose as it reports to the Cabinet, which in turn reports to Parliament).
- 1.2 Support ongoing process of reforming national legislation to incorporate EVAW-related national, regional and international commitments such as the CEDAW.
- 1.3 Ministry of Women, Youth and Children Affairs (MWYCA) to advise government on allocation of sufficient resources to key implementing Ministries (e.g., Health and Medical Services, Education and Human Resource Development, Finance and Treasury, Development Planning and Aid Coordination, Justice and Legal Affairs, Police-National Security-Correctional Services, Home Affairs and Provincial Government) to ensure a whole-of-government response to EVAW.
- 1.4 Build capacity of focal points in the implementing mechanisms.

“The support of the host governments of Kiribati and the Solomon Islands has been substantial. The National Statistics Offices for both countries, along with the focal ministries, have taken full ownership of both surveys due to their intimate involvement in all steps of the research process.”

Under the key strategic area 2 of the Policy, “Strengthen legal frameworks, law enforcement and the justice system” actions that will affect the police include:

- 2.1 Reform the criminal law, protective law and marriage and divorce (family) law in accordance with the needs of women experiencing violence, in ways that reflect and update kastom law while fulfilling Constitutional mandates and international commitments of Solomon Islands.
- 2.2 Provide information and education to communities about changes to the law.
- 2.3 Provide training and education for police, prosecutors, magistrates, and judges about new laws and how they can be implemented to eliminate violence against women.
- 2.4 Enforce laws that prohibit violence against women.

The Royal Solomon Islands Police Force (RSIPF) has been a staunch supporter of change within the police to better respond to survivors of violence. A revised policy on violence against women which addresses both civilian and police perpetrators has recently been passed by the RSIPF Executive and training on the new

policy will soon be rolled out.

The RSIPF has also been an active member of the Ministry of Health initiated SAFENET. This is a network of service providers in Honiara, the capital, who have agreed to work together under a formal MOU in order to ensure that survivors of violence are able to access full services without falling through the cracks. By adhering to agreed internal standard operating procedures and by tracking each other, the key service providers such as Police and Health Care workers will work together to ensure that standardized and appropriate services are available and implemented for all victims of violence who present to members of the SAFENET network.

Deputy Police Commissioner, Eddie Sikua, has been a champion against Gender Based Violence and has led the RSIPF to a new level of commitment to eliminate violence against women in the Solomon Islands. By training police at all levels on the new internal RSIPF policy and on the new national EVAW policy, survivors of violence will be able to be better served by police officers across the country.

I National Policy on Elimination of Violence Against Women, Ministry of Women, Youth and Children Affairs, 2010, Honiara, Solomon Islands.



Solomon Islands Police domestic violence coordinators course February 2009

DEVELOPING EFFECTIVE FORENSICS

*Associate Professor Judith Fordham
Centre for Forensic Science,
University of Western Australia*

INTRODUCTION

I recently had the pleasure of visiting Port Moresby, and speaking with a number of people who work in law and justice sector, and in particular police involved in forensics. Although I knew that forensics in PNG was under-resourced, it was inspiring to be shown just how hungry practitioners are both to make the best of the resources they have and to develop PNG's forensic capacity. After a lecture I gave to police, lawyers and magistrates I was asked to put some of what I said into an article. This is the result. In fact it is the first in a series of articles as I have discovered to my immense pleasure that what I know occupies more than 1000 words!

The caveats first: I am a jack of all trades and master of none in forensic science.

However, I am qualified in science and law so consider myself bilingual. I have been a defence lawyer for over 20 years and am now also a prosecutor for WA Police. I also teach a course in forensic science at the University of Western Australia for non-scientists: those who need to understand scientific methods and the place of forensics in investigations and prosecutions. I often teach inservice courses for WA Police forensic personnel and am a Member of the American Academy of Forensic Sciences. My academic research includes looking at juries and expert evidence. With all that experience I have picked up a thing or two worth sharing .

I make the following assumptions:

1. You want to ensure the guilty are identified and successfully prosecuted
2. You want to ensure that innocent people are not wrongfully convicted
3. Resources (money, equipment, training, people) are scarce

CRIME SCENE

THEORY OF THE CRIME

Hind sight (known by doctors as the retrospectoscope) is a wonderful thing. You do not have that benefit at a crime scene. When police (forensically trained or otherwise) are first called to a crime scene they may arrive with a theory of the crime already partially formed by what they have been told. It is necessary to develop a working theory immediately. For example, decisions have to be made to treat a death scene as suicide or homicide, to block off a room or a street for an hour or a day, what evidence to collect, how to store it, and who else to call to the scene. These decisions are influenced by your theory, that is, what you think happened. You may or may not be right.

What's the catch with a theory of the crime? Everyone, no matter how well-trained or how intelligent is affected by observer bias: that is, the tendency to interpret what you see in terms of what you know, or in light of your expectations. This problem is especially acute where what is observed can be interpreted more than one way. Psychological literature and the law both back me up here.

What this means is that if you are not careful, your theory of the crime (for example, your first, obvious, suspect) will affect what evidence you gather; how you interpret it and also encourage you to ignore, discount or explain away evidence which does not fit your theory. This unconscious bias has produced many wrongful convictions and acquittals of justice and has meant that the true perpetrator remains free to reoffend.

I will not explore the psychological literature here, but the law backs me up in this way: in a case depending largely upon circumstantial evidence, a judge or magistrate is bound to ask themselves whether or not there is a reasonable explanation of the evidence consistent with innocence. If there is, this translates into "reasonable doubt" and an acquittal will follow. I suggest that all investigators should bear this in mind throughout the investigation including at the crime scene. If you continually challenge your assumptions and your interpretation of evidence you will be in a position to discredit the other possible explanations, or just occasionally, you may find that your initial theory was quite wrong. Better to find this out as early as possible so that other avenues of inquiry can be explored, rather than to find this out after the event. A police officer friend of mine has dubbed this process Reasonable Alternative Theory or RAT!

RESOURCES

Crime scene forensic decisions are also influenced by cost, your knowledge and by available technology. If you do not have access to a forensic biology (DNA) laboratory, do not have the right equipment or do not know how to collect and store samples properly (including keeping an broken chain of custody), what is the point of collecting samples?

I cannot solve your resource problems, but I can suggest the following:

- If your investigation has been compromised by a lack of equipment, money or training to be prepared to say so in evidence in court. You cannot be responsible for producing ideal outcomes in impossible circumstances. This may provide some encouragement to those providing funding to dig a little deeper, especially if it ends up through no fault of your own in the local press.
- Do what you can do properly. I have lost count of the number of trials I have been embarrassed to win as a defence lawyer because the chain of custody has been broken. A good technique I have learned is to draw the chain of custody as a flowchart ensuring that the integrity of the exhibit is maintained by proper packaging, secure storage and a record of its progress from crime scene to courtroom, without a gap.



Associate Professor Judith Fordham

- Think about possible courtroom challenges. Lack of resources does not prevent taking care with crime scene basics. This is not the place for a primer in crime scene management, but consider such basics as: photograph everything before you change or move it; if there are muddy footprints at the crime scene, don't add yours to them: use stepping plates; keep others out of the scene till you have finished (grieving relatives, people wanting to retrieve belongings for example).
- Even at the crime scene stage, consider what resources and expertise you can call upon externally for minimal cost. Collect and package forensic evidence with a view to calling upon these external resources if appropriate and necessary. Consider your international police contacts, contact universities which carry out forensic research, approach forensic science organizations and aid organizations. The University I am currently attached to has recently carried out an audit of the amount of free services they have supplied to our local police: the amount is staggering! Ask for advice and ask for practical help.

I hope this has been useful. In the next article or two, I propose to look at the analysis of forensic evidence, recent advances in forensic science, and the presentation of forensic evidence in court.

judith@judithfordham.com.au

THE WHITE RIBBON CAMPAIGN – AUSTRALIA

Violence against women is a silent epidemic in Australia. One in three women is likely to experience domestic or family violence in her lifetime and one in five women is likely to be a victim of sexual assault. It's also very possible that it is affecting someone you know.

White Ribbon is working to create awareness, education and culture change around the use of violence in our society. We are doing this through a unique approach of engaging men as part of the solution.

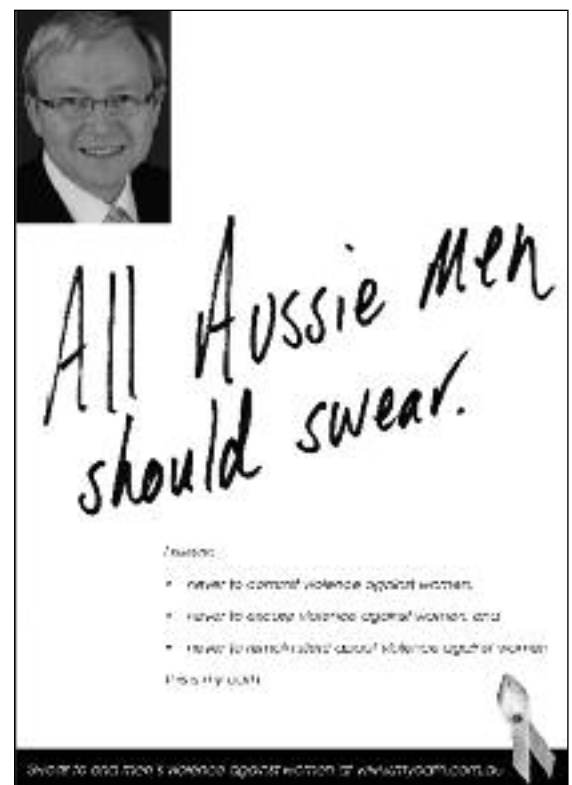
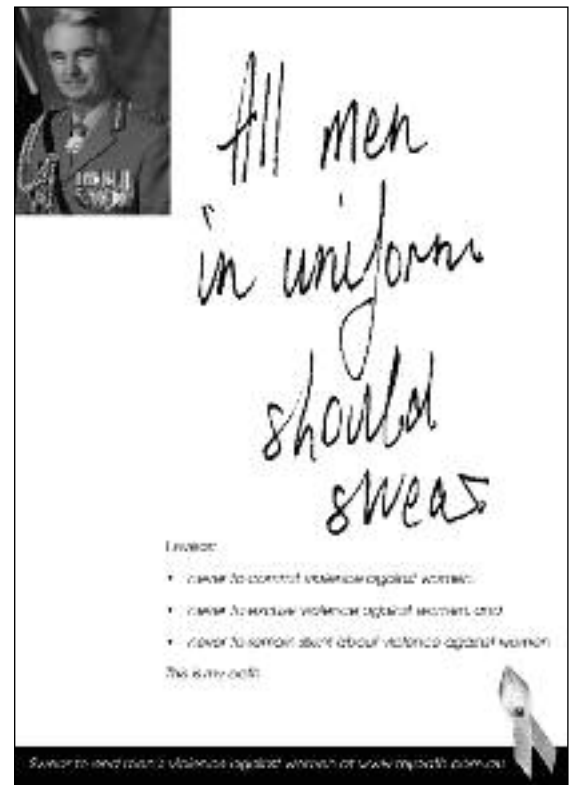
You too can be part of the solution. Join the White Ribbon Campaign to help make violence against women a thing of the past!

There are a number of simple actions you can take to begin being part of the positive change:

You can join the growing ranks of Aussies who swear never to commit, never to excuse and never to remain silent about violence against women at www.myoath.com.au. This is the first step in our mission to create culture change around the attitudes that allow violence to occur in our communities and in our homes. You can also donate to support our work by visiting www.whiteribbonday.org.au

As an organisation, you can encourage your workplace to support White Ribbon Day, November 25, the UN International Day for the Elimination of Violence Against Women. Simply order ribbons and wristbands to sell throughout November. For just \$2 each they are a great way to show your support for the campaign while raising vital funds for the White Ribbon Foundation to continue their work in violence prevention.

The White Ribbon Campaign is also building an Ambassador Program for men who want to know more about ways in which to help bring an end to this violence and to become agents of change within their networks and communities. Ambassadors take the lead role by speaking out about violence against women, and by supporting other men to do the same. To find out more about our Ambassador Program contact Juan Fernandez at juan@whiteribbonday.org.au



BREAK THE SILENCE – END THE VIOLENCE



On 25 November every year people around the world wear a white ribbon as a reminder that we all need to take action against violence toward women. Adham Crichton explores the history of White Ribbon Day and the work being carried out in the Pacific to stop domestic violence.

WHITE RIBBON DAY

In 1991, on the second anniversary of the massacre of fourteen women university students in Montreal, a small group of Canadian men began a campaign to speak out against violence towards women. They adopted the wearing of a white ribbon as their symbol and in 1999 the United Nations General Assembly declared November 25 the International Day for the Elimination of Violence Against Women.

White Ribbon Day is now an international event which urges men to speak out against violence against women and children through a range of campaigns, events, marches and meetings.

According to the United Nations Development Fund for Women (UNIFEM), up to six out of every ten women worldwide experience physical and/or sexual violence in their lifetime. Violence against women and girls is one of the most widespread violations of human rights and can include physical, sexual, psychological, and economic abuse. Along with the obvious physical and psychological damage for the women and girls directly affected, gender-based violence has wider implications for societies. Gender-based violence hampers productivity, reduces human capital, and undermines economic growth as a significant number of women are prevented from fully and reliably participating in the workforce.

Clearly it is in everyone's interests to stop violence against women and it is an issue that is not confined to a particular age group, place, race, culture or income bracket.

THE PACIFIC PREVENTION OF DOMESTIC VIOLENCE PROGRAMME

Domestic violence is a major issue in the Pacific. Exact statistics on the prevalence of domestic violence in the region are difficult to acquire; it is something that has traditionally not been widely talked about, with little formal support available for women affected. In 2008 surveys to World Health Organisation (WHO)

standards conducted in the Solomon Islands and Kiribati identified that over 705 of women reported being the subject of violence from their partners during their lives, with about 50% having been subjected to this abuse in the last 12 months. These findings mirrored the results of an AUSAID analysis in Melanesia and East Timor that disclosed similar levels of violence against women. However, in the Communiqué that followed the 2009 Pacific Islands Forum in Cairns, the leaders of Forum countries acknowledged the prevalence of sexual and gender based violence in the Pacific and the risk that it poses to human security in the region.

The Pacific Prevention of Domestic Violence Programme (PPDVP) is a three-way initiative between the NZAID programme, New Zealand Police and the Pacific Island Chiefs of Police. Its aim is to contribute to a safer Pacific, free of domestic violence. This will be achieved through increased police capacity, and strengthened legislative and policy environments to effectively respond to domestic violence at both national and regional levels.

From a regional perspective, the PPDVP focuses on developing a consistent understanding and approach to domestic violence amongst Pacific police agencies and related organisations.

On a country level it focuses on the five participating countries of Tonga, Samoa, Kiribati, Cook Islands and Vanuatu. Each of the countries has a dedicated New



Pacific Police officers attending an Auckland Study Tour in 2008

Zealand Police mentor, who either currently works in or has solid experience in the area of domestic violence in New Zealand. The mentors undertake periodic visits to their Pacific island countries to provide advice and training to their Pacific counterparts, and liaise with Pacific officers between visits through e-mail and phone.

Five other countries are 'linked' to the programme: Nauru, Solomon Islands, Tuvalu, Niue, and Tokelau. These countries receive a lesser level of support, but are able to participate in training, regional activities, and study tours.

However, advice and training to law enforcers is only one part of the solution. Preventing domestic violence also requires a change in mindsets, attitudes, and behaviours. This is the real challenge that underpins the long-term success and sustainability of the PPDVP outcomes and the NZAID programme's efforts to eliminate violence against women in the Pacific.

To this end The PPDVP plays an active role in promoting anti-domestic violence messages in Pacific island countries as part of the White Ribbon Day campaign.

PACIFIC POLICE AND WHITE RIBBON DAY

More than 10,000 police officers from around the Pacific joined together to raise awareness of the harm caused by violence against women and to recognise international White Ribbon Day on 25 November last year.

The PPDVP worked with the Australian Federal Police to ensure that all officers involved in the PPDVP had a white ribbon to wear on their uniforms, with over 15,000 cotton ribbons being distributed.

The PPDVP provided a further 2,500 metal ribbons to police staff in the Cook Islands, Samoa, Tonga, Kiribati, Vanuatu, Tuvalu and Pohnpei. In some countries, police members who have been trained by the PPDVP in how to respond to domestic violence reports will wear them all of the year to demonstrate their knowledge and commitment.

The PPDVP's message this year was "Break the Silence: End the Violence", and each of the PPDVP participating countries approached their activities in a different way.

In the Cook Islands the local police joined with an NGO Punanga Tauturu Incorporated, to deliver a joint message. Banners were displayed on the front of the police station, fund raising stalls for victims were set up selling locally produced items, and the Commissioner of

Police joined with others in delivering a strong message of the Cook Islands Police commitment to combat domestic violence.

In Kiribati the local Police joined with NGOs, churches, community groups and members from the PPDVP implementation team to spread the word. This was followed up by a series of street parades over the following days.

In Pohnpei the Police led a street march to a community street meeting where the Governor announced a proclamation that 25 November would be recognised as "International Domestic Violence Prevention day" in Pohnpei.

The Royal Solomon Islands Police joined with police members from across the Pacific who are part of the Regional Assistance Mission in a street parade and a public forum with community groups.

In Samoa a group of rugby players from the Wellington Hurricanes worked with the PPDVP and the Samoa Police to promote anti-domestic violence messages ahead of White Ribbon Day. The players who travelled to Samoa included Samoan rugby stars Victor Vito, David Smith, Robert Fruean, Anthony Perenise, John Schwalger along with Piri Weepu and Alama Iremia as their mentor.

The players starred in a series of short television commercials which urge people to "Break the Silence: End the Violence". These will screen in 2010 on Samoan TV and possibly across the region. The team also visited Lalomanu and other communities affected by the 2009 Pacific tsunami to see the damage firsthand and cheer up the local kids.

The 25 Pacific police services will continue to support International White Ribbon Day in 2010 with support from the PPDVP.



PPF adviser Jacqui Lambeth distributing PPDVP balloons to village children

SUPPORTING FEMALE POLICE IN THE COMMUNITY

Having women in law enforcement roles is crucial to changing attitudes and ensuring that domestic violence is both reported and addressed. Until recently, women in the rural villages and regions of Bougainville did not have access to a female police officer. This was a significant problem as women were less likely to talk to male officers about domestic violence, and some cultures prohibit females from discussing any type of sexual offending with a male police officer.

For this reason the Bougainville Community Auxiliary Police is working to increase the number of women officers to 20 percent of the force. There is official support for this move, with the President of the Autonomous Bougainville Government a strong advocate and supporter of women in the Bougainville Police Service.

Late last year 22 women graduated from the first ever, all female recruit course for the Bougainville Community Auxiliary Police in Buka, Bougainville. The 22 women took the oath of office, administered by the Senior Provincial Magistrate. Also in attendance at the ceremony was the Minister for Police, a representative

for the Minister for Women, the New Zealand Police and a number of other dignitaries. Many of the speeches at the ceremony reflected that there was a real need for female officers in the community police.

The women were initially selected by their individual communities and chiefs to take part in the course and needed to pass a pre-course entry assessment. By training in both the evenings and weekends the women were able to complete the normally four-week course in an intensive three weeks, meaning disruption to their family life and time away from home was kept to a minimum.

The new female officers have since returned to communities and have commenced community duties alongside their male colleagues, providing a valuable female presence in the community police.

The New Zealand Police, funded through the NZAID programme, are providing training and support to the Bougainville Police Service and Community Auxiliary Police as part of the Bougainville Community Policing Project. This project aims to help communities deal with law and order problems in consultation with village courts and traditional leaders.



PPDVP and PICP Declaration

DIFFERENT PLACES – SIMILAR ISSUES (A JOURNEY THROUGH 3 MISSIONS)

Karen Newett – Australian Federal Police (AFP)

My name is Karen Newett and I am a career Australian Federal Police (AFP) officer. Since 1999 I have served on four overseas missions, the first two were peacekeeping operations in East Timor (1999 and 2000) and the last two capacity building missions in Sudan (1995) and most recently in Papua New Guinea (PNG) (2008 to present).

My mission roles have evolved in line with the evolution of overseas policing roles in general as the missions which the AFP have been involved with have changed from peace keeping to capacity building missions.

For the purpose of this article I will focus on my observations of the two capacity building missions I have been involved with; Sudan and Papua New Guinea. My first two missions to East Timor were at a period of time when Indonesia had withdrawn and there was chaos within the country. My duties then included on the ground policing activities such as conducting investigations and patrols.

My first experience in a capacity building mission was in 2005 when I was assigned to the United Nations Mission to Sudan (UNMIS) as part of the first Australian contingent. From the onset this mission was described as a capacity building one and the selection criteria in Australia were for police officers with solid experience in particular fields such as training and investigations and capacity building experience. My area of expertise is training and I was selected as a training advisor for the Sudan mission.

On arrival in Khartoum, we underwent UN induction training. This induction training included sessions on capacity building and the role of police in missions within the usual UN training sessions. I was then assigned to Juba, Southern Sudan as the Provincial Training Officer. At this time the Government of South



In the UN office

Sudan Police (GOSS) was just developing after the 20 year civil war. There were no training facilities in Juba and a requirement for new recruits to be trained. The GOSS police were poorly equipped in terms of accoutrements, vehicles, uniforms and police station furniture and other infrastructure. In fact the whole of Southern Sudan was deficient in basic infrastructure and necessities such as electricity and access to clean water.

In relation to training and recruitment, issues such as outdated or no training packages, illiteracy/poor literacy, corruption and people being recruited with the wrong skill set were evidenced in Sudan.

The UN also had an internal dilemma which impacted on the effectiveness of its capacity building mission in Sudan. It is restricted in the type of police officers it can recruit in terms of experience. The concept of capacity building is a relatively new concept to a



This photo was taken at the Bomana War Cemetery Port Moresby – Anzac day 2010

A team of NSW police officers had just completed the Kokoda Track and were in Port Moresby to celebrate Anzac day – Donna CAMKIN, Constable Yvette SCANES, Pro Constable Pam APLIN, Constable Kobi CURTIN and Senior Sgt Fiona JACKSON, AFP Superintendent Karen Newett who laid the wreath on behalf of the AFP.

Photo courtesy of: Ness Kerton – madNESS Photography

number of police and the majority of police recruited from the UN's largest source countries have only ever been exposed to street and community policing and are used to doing the job/task themselves.

One of my main objectives in this mission was to develop a recruit training program for the GOSS police. This was defined as a priority by the UN Police Commissioner and GOSS Commissioner. At this time there was no dedicated GOSS training section and only some identified training officers which made consultation on the project difficult. As much as possible GOSS involvement was sought in developing the program. My task evolved from not only developing the recruit training program to actually delivering the program to 250 new recruits using UN Police personnel as trainers after approval from GOSS management.

The project was funded by UNHCR and there were a lot of improvisations. As there were no training facilities a number of tarpaulins and tents were erected under

some trees in an open field. Whiteboards were removed from the UN offices and strung up in the front of the tents for instructors to use. Almost every UN police officer in Juba was conscripted to deliver sessions on the Program, assess participants or assist in scenarios or other training activities during the Program. A lack of resources and poor transport infrastructure also impacted on the delivery of the Program.

The program and all ancillary programs were given to the GOSS police for their future use at the conclusion of the Recruit Program.

The Papua New Guinea-Australian Policing Partnership (PNG-APP), where I am currently working as a training advisor is a joint Royal Papua New Guinea Constabulary (RPNGC) and AFP initiative and was created at the behest of the RPNGC Commissioner.

The same issues which I found impacted on police training in Sudan are also present in PNG and include poor literacy, corruption; wrong people recruited and outdated training packages. The main difference is that the RPNGC is more developed in terms of a timeline and inherent with that is systemic police culture issues.

While both UNMIS and PNG-APP are classed as capacity building missions, there are a number of differences which will impact on the probability of success in terms of improving the capacity of their respective police services.



taken at a workshop on gender based violence and discrimination at Maridi

Some advantages the PNG-APP has over UNMIS in terms of probability of a successful capacity building outcome are its relative size in terms of staff numbers – 13 as opposed to 300+ and greater control over the composition of the team. All members of PNG-APP are senior AFP officers who are highly skilled and experienced in capacity building in the Pacific Region. Whereas the UN does not have this luxury and a significant number of police in the UNMIS mission have had no previous exposure to the concept of capacity building. This limits the effectiveness of the human resources available to use.



The graduation of the recruit class in Juba.

Other differences I have experienced between the UN capacity building mission in Sudan and the PNG-APP in PNG are that the PNG-APP has worked in close consultation with their RPNGC counterparts to develop an agreed framework to achieve improved service delivery and behavioural change within the RPNGC. In addition the measurements for the PNG-APP are outcomes rather than inputs. The measurements used in UNMIS were inputs, ie the number of courses run, and the number of participants who had completed a particular type of training. These inputs were easily observable and measurable. The measurement of outputs represents a significant derivation in capacity building terms. The PNG-APP's tenet is that 'if the RPNGC fail than we fail'.

Another difference is that the PNG-APP has adopted a 30 year timeframe to create an improvement in the RPNGC's service delivery and behavioural change. While this is subject to political pressure from Australia for the delivery of results, the UN is limited in the timeframe it has to work in for capacity development in Sudan.

After working in Sudan and Papua New Guinea I have found that the same issues impact training in both countries. Both missions are capacity building missions with their own unique qualities and only time will reveal which of their approaches will be successful in achieving capacity development with their police services.



One of the classrooms at the training site.



PNG AFP Officers John Chevis, Karen Newett, Commander Will Jamieson, Brad Eaton, Steven Hulbert, Scott Saywell and Andy Bassett on ANZAC day 2010

INDONESIAN NATIONAL POLICE AND PEOPLE SMUGGLING INVESTIGATIONS



Federal Agent Leisa James

Federal Agent Leisa James has been in operational policing for most of her 23 years in the Australian Federal Police. Her first overseas posting was to Papua New Guinea for 3.5 years and this is her second posting as a Liaison Officer to Indonesia. Federal Agent James has been living in Jakarta for 3 years now with her family and has travelled extensively throughout the Indonesian archipelago as part of her duties.

Indonesia, one of Australia's closest neighbours, has a population estimated at 232 million people in 2010.¹ The Indonesian National Police (INP) is the only police agency in Indonesia and is made up of 384,000 members including 24,000 non police staff² who have responsibility for policing Indonesia. More than 13,700 islands make up the archipelagic country, which spans from Sabang, at the northern tip of Aceh province to Merauke in the south-east of Papua province, a distance of 5120 kilometres. There are 31 policing districts (Kepolisian Daerah – POLDA)³ and at the head of each district is a police chief (KAPOLDA)⁴ who is responsible for policing in that area.

The Australian Embassy is located in Jakarta and there is an Australian Consulate in Bali. Australian Federal Police (AFP) has its biggest overseas liaison office in Jakarta, signifying the importance of the relationship with the INP. The INP has worked closely with the AFP in Indonesia over the past 30 years⁵. The relationship is underpinned by a Memorandum of Understanding (MOU) between the two policing agencies and focuses on the common goal of combating all forms of transnational crime. Recently the Australian government provided additional funds to the AFP and other Australian agencies based in Indonesia to assist Indonesian authorities including the INP to investigate



KOMPOL Fatma Noer in her office in POLDA Bandung, Indonesia

the crime type of people smuggling (PS).

In September 2009 the INP established a task force (SATGAS — satuan tugas – literally meaning one task) for investigating the PS crime type. Priority POLDAs have been identified by INP and task forces in the local area (SATGASDA teams) have been or are being established in these 17 areas. Some of the areas were identified as entry points for foreign nationals entering Indonesia illegally, primarily in the Sumatra and Riau provinces. Others were identified as holding locations for foreign nationals, mainly in Jakarta and surrounding

areas and other areas as departure locations (islands in eastern Indonesia, Surabaya, southern Sulawesi areas and south coast areas of Java). The SATGASDA Offices were established in the Women and Children's Unit (UPPA units) of the INP, which are responsible for investigating other crime types including human trafficking, sexual offences against women and children. As a result, there are a high proportion of police women working in the SATGASDA units.

Like many other countries in the region, Indonesia has no specific PS legislation and police have to rely on the Immigration Act (Law 9 of 1992) to be able to charge PS organisers with offences relating to deliberately and wilfully hides, protects, grants accommodation, financially supports or otherwise employs any foreign national who is known or suspected to be illegally in Indonesia⁶. Indonesia is however taking positive steps to become engaged in combating the crime type. Indonesia became a signatory to the UN Convention on Transnational Organised Crime and the subsequent supplementary protocol against the smuggling of migrants by land, sea and air in February 2009. Indonesia and Australia co-chair the Bali Process, a regional ministerial-level forum which is a voluntary non-binding group of 50 countries who work together to combat people smuggling and human trafficking in the region⁷. On his recent visit to Australia in 2010, Indonesian President Susilo Bambang Yudoyono said that Indonesia would enact PS legislation. Indonesia is working towards enacting legislation and investigating PS which is a relatively new crime type for the INP, made even more difficult by the lack of specific legislation. INP have gained more experience in investigating human trafficking where Indonesia is viewed as a source country for victims of the crime



Some of the 93 Afghan persons detained in February 2010 at Imigrasi Office Sukabumi

type and they have the appropriate legislation.

One of the busiest and most successful SATGASDA Offices is located in the town of Bandung, the provincial capital of West Java. Most people seeking passage on an illegal maritime venture to Australia spend at least a short time in this location and many departures for Australia with a destination of Christmas Island depart from the southern part of West Java province. In ideal conditions, the location is only about 24 hours from Christmas Island by sea. Many foreign national choose to live in the areas of Puncak, Cisarura, Bogor and Cipanas while waiting for their PS organiser to put them on a boat to Australia. These areas are close to Jakarta, have a cooler climate than Jakarta, a lower cost of living and there is a community of people from their own countries already living there to help them when they arrive in Indonesia.

The Assistant Superintendent (KOMPOL) in charge of the Bandung SATGASDA is KOMPOL Fatma Noer.



USD, Indonesian Rupiah and compass seized as evidence by INP during interdiction of passengers on route to board an illegal maritime venture to Australia in February 2010.

KOMPOL Fatma Noer joined the INP in 1982 and has worked in investigations in general crime areas, the harbour police in Makassar in Sulawesi, trafficking in persons (TIP) investigations and now people smuggling investigations. KOMPOL Fatma finds people smuggling investigations very interesting and rewarding because she is working with more than just the local community as people smuggling involves dealing with the international community. The problems that KOMPOL Fatma faces when disrupting an illegal maritime venture are unique to the crime type and the INP is improvising methodology to deal with it. Large numbers of people are usually involved at the crime scene, for example, the last interdiction involved 93 Afghan persons, eight suspects, (seven Indonesian citizens and one Pakistani citizen) and a number of ancillary people such as drivers and fishermen who ferry passengers. There is also a large amount of evidence to be secured at the crime scene including passengers' personal belongings and, at the crime scene referred to above, two small boats, vehicles, four minibuses, motorbikes, cash and a ship's compass. Marine Police were also tasked by KOMPOL Fatma Noer to try and locate the large vessel waiting at sea off the coast but they were unable to locate it. Added to this is the fact that illegal maritime ventures usually leave in the early hours of the morning from remote areas to avoid detection. It is usually in a response capacity that INP have to act with no prior warning so police resources are limited.

Any persons identified as potential passengers are usually handed over as quickly as possible to the Indonesian Immigration Department to avoid INP having to manage and secure large groups of persons over long periods of time. The language barrier also causes problems for the INP with few of the passengers speaking Indonesian. While the occasional passenger will speak English, no-one in the SATGASDA Bandung has English language skills.

All evidence seized has to be moved to the INP POLDA in Bandung, about four hours away over mountainous terrain. Challenges in this current investigation now include identifying the nationality and real identity of the main suspect who has been charged

with an offence under article 54 of Law number 9 (Immigration Act 1992). The main suspect claims to be an Indonesian citizen however it is strongly suspected that he is a Pakistani national. The Federal Investigation Agency (FIA), Pakistan's main policing organisation, is planning to send three senior police to Indonesia in early May to participate in an operational meeting with INP and AFP. It is also anticipated that they will meet with KOMPOL Fatma Noer in Bandung and interview and fingerprint the main suspect in this case who is still in police custody in Bandung to try and determine his real identity and nationality to help with the investigation.

Other enquiries are simultaneously being conducted in Malaysia and Christmas Island to gather more evidence and to determine identity. The Malaysian enquiries are based on a boarding pass in a different name found in the possession of the main suspect. The boarding pass was used recently to travel to Malaysia. The Christmas Island enquiries are based on intelligence which indicates that the main suspect has previously successfully sent illegal maritime ventures to Australia and some of the asylum seekers presently on Christmas Island in detention may be able to identify him and provide further evidence for additional charges.

KOMPOL Fatma Noer is an extremely dedicated police officer and highly regarded by her peers. In fact, when recently meeting with one of her male colleagues from another location he gave her the highest compliment (from an Indonesian male police officer's perspective) saying: "KOMPOL Fatma is so good she is like a police man"! Not perhaps an appropriate compliment in Australian terms but....

1 Wendy Hartanto, Statistics Indonesia, http://unstats.un.org/unsd/censuskb/attachments/2009IDN_JSI-GUIDfba441dd463e4ca5907f1a1ae508f3ff.pdf

2 Snr Supt Zulkarnain (Head of Partnership Section) of the INP Public Relation Division

3 LAKIP i.e. 'Laporan Akuntabilitas Kinerja Instansi Pemerintah' (performance accountability report of government agencies) and is due every year on 31 December.

4 KAPOLDA is an acronym for Kepala Kepolisian Daerah (Chief of regional/provincial police).

5 AFP Jakarta Office was first established in 1980.

6 Article 54 of Law 9 of 1992, maximum penalties of 6 years imprisonment and fine dependant on section charged

7 www.baliprocess.net

RESPONDING TO VIOLENCE AGAINST WOMEN IN MELANESIA AND EAST TIMOR

Melissa Stutsel

Adviser, Ending Violence Against Women

Australian Agency for International Development (AusAID)

Violence against women is a violation of human rights, it seriously undermines women's health and welfare, and that of their communities. It puts additional pressures on social services, policing and legal systems and restricts women's participation in political, social and economic life.

This is a global issue that all countries must address, including Australia. This article sets out some of the key activities that are occurring to address the issue of violence against women in the Pacific and East Timor, particularly in relation to improving women's access to justice. The current momentum around this issue builds on the significant and long term efforts of women across the region to prevent and respond to violence against women.

PACIFIC LEADERS COMMITTED TO END VIOLENCE AGAINST WOMEN

In August 2009, leaders from across the Pacific committed to eradicating sexual and gender based violence. The Pacific Islands Forum Leaders recognised sexual and gender-based violence as a risk to human security and a potential destabilising factor for communities and societies.

Leaders committed to support efforts to address sexual and gender-based violence, including ensuring that all individuals have equal protection of the law and equal access to justice. These commitments are part of the Pacific Islands Forum Communiqué.¹

This strong regional stand adds significant weight to work that is occurring at the country level across the Pacific and in Australia. For example, in December 2009, the Solomon Islands Government launched the "Solomon Islands Family Health and Safety Study". This is the first comprehensive, nation-wide study on violence against women and children that has been conducted in Solomon Islands. The government is now developing a national policy on the elimination of violence against women using this strong evidence base.



Leaders from across the Pacific committed to eradicate sexual and gender-based violence at their meeting in Cairns on 5–6 August 2009. Photo: Australian Department of the Prime Minister and Cabinet.

In Vanuatu, the Family Protection Act, which came into effect in March 2009, represents an important legislative reform for addressing violence against women. The Act creates a domestic violence offence and obliges the police to intervene if violence is suspected. Enforceable Family Protection Orders can be made by courts to constrain the behaviour of perpetrators of violence for up to two years. Protection orders can be made on the basis that acts of domestic violence have been, or are likely to be, committed.

These initiatives are testament to the efforts of many Pacific women over a long period of time.

IMPROVING WOMEN'S ACCESS TO JUSTICE

As highlighted in the Pacific leaders' commitment, and as readers who are police officers would be well aware, ensuring women have access to justice is key to responding to and preventing violence against women. We know that a country's justice system, including formal, customary and community-based systems should provide protection for women against violence, should act as a deterrent to possible offenders, and should impose consequences on those who commit domestic violence and sexual assault. We also know

¹ Fortieth Pacific Islands Forum, Cairns, Australia, 5–6 August 2009, "Forum Communiqué", <http://www.forumsec.org.fj/pages.cfm/newsroom/press-statements/2009/final-communicue-of-40th-pacific-islands-forum-cairns.html>



In Port Vila, the Vanuatu Women's Centre organised a march in support of the International Day for the Elimination of Violence Against Women, November 2009. Photo: AusAID

that in many countries regionally, justice systems have not responded effectively to violence against women.

The importance of access to justice is highlighted in a report by AusAID's Office of Development Effectiveness (ODE), "Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches".²

The report assesses the effectiveness of current approaches to addressing violence against women and girls in five of Australia's close partner countries: Fiji, Papua New Guinea, Solomon Islands, Vanuatu and East Timor. More than 700 individuals and representatives of government, Non-Government Organisations and international organisations were consulted as part of the assessment.

The report recognises that police are often the first entry point for women seeking justice, and their response to cases of domestic and sexual violence is critical. The report recommends strengthening the police response to violence against women.

Promising approaches that are identified in strengthening the police response to violence against women in Melanesia and East Timor include:

- Establishing special police units for offences against women
- Implementing police no-drop policies, which require police to prosecute domestic assaults
- Training for police on violence against women and human rights
- Educating police about new laws on violence against women
- Introducing and expanding community-based policing

- Policies requiring police to treat domestic assault as a crime
- Disciplinary measures against police offenders.

I commend the report to those of you working with and with an interest in women and policing, and the issue of violence against women. The ODE study used a participatory approach that focussed on women's own experience of violence, and on what does or does not help them in terms of protection and prevention. The report contains further detail of the promising approaches being used across Melanesia and East Timor to prevent and respond to violence against women. It also contains recommendations that are relevant to all stakeholders working in this area.

AUSTRALIAN GOVERNMENT SUPPORT TO END VIOLENCE AGAINST WOMEN

The Australian Government has zero tolerance for violence against women and is committed to reducing violence against women in Australia, as well as contributing to international efforts to end violence against women globally and in our region.

In August 2009, Australia's Minister for Foreign Affairs and the Minister for the Status of Women launched the "Stop Violence: Responding to violence against women in Melanesia and East Timor" report.³

The Stop Violence report sets out the Australian Government's priorities and actions to combat violence against women in the region, working in partnership with national governments, civil society, NGOs and international agencies. It was developed in response to the ODE report.

The report includes a framework for action that is based on three main strategies that have proven successful in reducing violence against women within the region and internationally:

1. Improving women's access to justice
2. Increasing women's access to support services
3. Preventing violence against women.

Australia is using the framework for action to intensify our efforts to address violence against women as part of the Australian international development assistance program.

² Australian Agency for International Development Office of Development Effectiveness (2008), "Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches, Canberra: AusAID Office of Development Effectiveness (ODE report), http://www.ausaid.gov.au/publications/pubout.cfm?ID=4140_9790_4186_8749_8769&Type=PubKAGEN

³ Australian Agency for International Development (2009), "Stop Violence: Responding to Violence against Women in Melanesia and East Timor", Canberra: AusAID (Stop Violence report), http://www.ausaid.gov.au/publications/pubout.cfm?ID=7821_6079_155_5278_287&Type=PubKAGEN

The Stop Violence report also includes detailed country reports for Papua New Guinea, Fiji, Solomon Islands, Vanuatu and East Timor. These provide more detailed information on AusAID activities and advocacy at the country level. Each of the country reports also includes an assessment of the situation in that country and of that country's national government priorities, in order to set the context for AusAID's support and in recognition of the need for AusAID's activities to align with national government priorities.

AUSTRALIAN SUPPORT FOR WOMEN'S ACCESS TO JUSTICE

As noted above, increasing women's access to justice was identified as a priority area through the ODE research, and is also a key strategy in the framework for action that Australia is using to guide its support to end violence against women in Melanesia and East Timor.

AusAID is committed to working with and supporting partner countries to increase women's access to justice by:

- supporting governments to review, implement and monitor laws and policies that address violence against women, including through formal, customary and community-based justice systems
- supporting civil society organisations that assist women to access justice, including by increasing women's knowledge of their rights and the legal system
- supporting improved police practices in responding to violence against women, in partnership with the Australian Federal Police (AFP).

The AFP plays a key role in Australian support for strengthening justice sector responses to violence against women in the Pacific. They are the lead agency for support to policing through Australia's international development assistance.

The Australasian Police Commissioners, including the AFP, have identified reducing family violence as an Australasian policing priority. One of the aims of the Australasian Policing Strategy on the Prevention and Reduction of Family Violence is to improve frontline policing responses to family violence, including as part of the international work of these police forces.

*"As community leaders, the Australasian Police Commissioners will not tolerate family violence and are committed to protecting all victims. Family violence is a serious crime that damages our community at all levels ... The Australasian Police Commissioners are committed to reducing and preventing family violence through strong, consistent, and compassionate responses."*⁴



Mr Gary Baki, Papua New Guinea's Police Commissioner, speaking at the launch of the ODE report in Port Moresby, November 2008.
Photo: AusAID

CONCLUSION

I was lucky enough to attend the Sixth Women and Policing conference held in Perth in August 2009. The conference provided a valuable opportunity to hear from women and men working to end violence against women, and to share lessons and strategies across policing jurisdictions.

There was also a strong delegation of police from the Pacific and East Timor at the conference. I hope that those of you who attended had the chance to hear from and be inspired by these women and men about their experiences working to address issues relating to women and policing, including to respond to violence against women.

The conference highlighted the strong commitment by many police officers, and other individuals and organisations working with the police, to prevent violence against women and to ensure that women have access to justice.

In a world where one in three women have experience physical or sexual violence, it is clear that much remains to be done. The police have a major role to play in ensuring that women can live free from violence and the fear of violence. This needs to be done as part of a broader partnership to meet the range of needs of women who have been subjected to violence.

I commend the Australasian Council of Women and Policing for their efforts to work with police to raise the profile of this issue, to improve police responses and share experiences and good practice, and to actively create links with other organisations working to end violence against women.

⁴ Australasian Police Commissioners (2008), "Australasian Policing Strategy on the Prevention and Reduction of Family Violence", http://www.police.nsw.gov.au/_data/assets/pdf_file/0003/145434/australasian_policing_strategy_prevention_reduction_family_violence.pdf

ROYAL SOLOMON ISLAND POLICE FORCE

Deirdre Fatima Aoraunisaka, a 26-year-old Police Constable from the Provinces of Western and Guadalcanal, has made history in the Royal Solomon Islands Police Force by becoming the first female Marine Engineering officer in one of the Patrol Boats. She could be easily mistaken for an office secretary considering the way she carries herself with a prim and proper wardrobe attitude but, Fatima loves nothing more than being warm and sweaty inside the Patrol Boat engine room. Fatima has a rather short but comprehensive policing history since joining the RSIPF in December 2004. After graduating from the Police Academy she was posted as a probationer to Honiara City Police. Two years later in 2006, Fatima participated in yet another ceremony; but this time she was confirmed as a full time constable of the RSIPF after successfully completing her probationary term. Her admirable work ethic is an advantage which saw her posted to various police divisions which includes Traffic, Drug Squad, Sexual Assault Squad and the Fraud Squad of the National Investigations.

THE DREAM

Despite her extensive participation in various policing areas, it has not affected her aspiration which grew over time, 'the dream of one day becoming a marine engineer'. "I am keen on my police responsibilities and was always taking policing duties seriously," Fatima remarked about her previous police postings, "but I have always had this discontent consciousness," she added. "I have always wanted to work in a boat since primary school and I have constantly dreamed of becoming a marine engineer," Fatima spoke of her growing passion to be a marine engineer as she progresses from primary through to secondary school. "I tried my best to think of other careers but images of me working in an engine room of a vessel kept on coming into my mind," she said. "My dream and where my interest lies has hurled me down a narrow path amassed with obstacles along what seems to be an endless lonely road," Fatima stated with a wry smile when asked about how she feels pursuing her dream to be a marine engineer. "I was discouraged when I intended to enroll at the Marine School to study Marine engineering in 2002 and some of my friends also told me to try other trainings or workplace that



Police Constable Fatima Aoraunisaka – the first female officer to be posted as a maritime engineer in one of the RSIPF Patrol Boats.

would suit me as a female," Fatima said.

Dream come true Despite discouragement from family members and friend's cynicism, Constable Fatima's persisted and it eventually paid off. Towards the end of 2007, Fatima was excited when an expression of interest was put out for a vacancy at the RSIPF Maritime Unit. She saw the opportunity and took it. "I was excited when an expression of interest for a vacant position at the Royal Solomon Islands Police Maritime Unit was advertised," she said. "Anxiety sets in as I have neither maritime training nor experience but I knew that this was a life time opportunity so I took my chances and submitted my application." "I was not really optimistic about my application but when I learned that my application was accepted I became ecstatic," Fatima said. On 25 February 2008, Constable Fatima reported for duty at the Police Maritime Base and was posted to

Patrol Boats 03 Lata as a cadet engineer. After spending more than 12 months at the Maritime Unit, Constable Fatima was given the opportunity to do further training in marine engineering under the Australian Defence Co-operation Program. Studying at the Australian Maritime College in Tasmania with other Pacific Patrol Boat (PPB) students was a challenge for Fatima. The environment, the language barrier and cross cultural issues were some of the factors but even those could not prevent her from completing her training. "I got into the RSIPF Maritime Unit in 2008 with no qualification but I have been doing on the job trainings throughout the year." "I was very fortunate to be selected and given the opportunity to do further studies under the Australian Defence Co-operation Program at the Australian Maritime College in Tasmania last year." "I will continue to seek further trainings and hope to one day graduate as a qualified marine engineer and maintain the pride of the RSIPF for having the first female engineer in the South Pacific Patrol Boat fleet," she said.

Constable Fatima is an ambitious young woman and is determined to break the male dominated barrier with gender equality in the workplace. "Any female can do whatever men can do," Fatima encouragingly stated, "follow your heart and when you eventually make it to where you wanted to be, 'RESPECT' your fellow workmates," she unreservedly affirmed.

Fatima laughed when asked how she coped with a male dominant work environment. "Fitting in with the boys at work is not new to me," she laughingly commented with an honest smile and added, "I am the only girl in the family and I was brought up with three brothers so I just go with the flow." Constable Fatima treats her colleagues with the principle guideline of the biblical proverb 'do to others what you want others to do to you' which she observed as her 'Golden Rule.' "The golden rule makes me fit in very well with all my male colleagues because we all respect and help each other at the workplace." "The fundamental issue is that Police is a disciplined organization and we have to discipline ourselves," Fatima said. "Basically, my workmates are my brothers and I treated them the same way my parents taught me to treat my brothers at home so I thank God for my parents, for without their guidance I won't be who I am and where I am today," she explained.



Members of the Royal Solomon Island Police Force

IMPLEMENTING DOMESTIC VIOLENCE LAW IN THE PACIFIC:

VANUATU'S FAMILY PROTECTION ACT 2008.

Seema Chandra, Family Protection Adviser

Department of Women's Affairs, Government of Vanuatu

supported by the Australian Agency for International Development

Following eleven years of debate in parliament, and an unsuccessful constitutional challenge to the legislation, the Family Protection Act came into effect in Vanuatu in March 2009. The purpose of the Act is to preserve and promote harmonious family relationships, and prevent domestic violence in all levels of society in Vanuatu. Anecdotal information collected by women's groups in Vanuatu highlight high rates of violence against women in the country, especially intimate partner violence.¹

Now that the Family Protection Act has been passed into law, the Department of Women's Affairs has been tasked by the Government of Vanuatu to implement it, with the Australian Agency for International Development providing technical support. The Department of Women's Affairs has identified key priorities for implementing the Act over the next two years. Some of these priorities are aimed at attitude and behaviour change, while others seek to build resources to implement the Act. Although progress has been made, implementation remains challenging and will require long-term commitment from all stakeholders.

WHAT IS THE CONTENT OF THE ACT?

Previously, courts provided civil remedies in cases of domestic violence under the Civil Procedures Rules 2002. These provided some level of protection from domestic violence to complainants. The Family Protection Act goes further however, by expanding the scope of possible interventions and responses to cases of violence, and introducing measures to increase access to justice and services.

The definition of domestic violence is substantially broader in the Act covering: physical assault; psychological abuse, harassment or intimidation; sexual abuse; stalking; indecent or offensive behaviour; damage to property; or threatening to do any of the above. Further, the Act states that domestic violence can be committed against extended family members including: spouses (including current or ex-partners whether by marriage or de-facto, or the biological parent of a shared child regardless of if parents are co-habiting); a child, parent or sibling of either the complainant or defendant; or any other person treated as a family member.

The Act attempts to prevent and respond to domestic violence through a system of enforceable 'protection orders'. Protection orders aim to restrict the behaviour of defendants to avoid further violence. They can include conditions such as keeping away from family members and the family home, restricting communication with family members, and compulsory meetings with a registered counsellor. Temporary Protection Orders can be made for up to 60 days if ordered by a court, while longer-term Family Protection Orders are generally made for up to two years. However, a court can make a Family Protection Order for more than two years if warranted in the particular circumstances.

There are a number of elements to the Act that seek to increase access to justice for complainants. Firstly, the Act removes court fees for an application for a protection order. The Act also introduces a number of obligations on police to investigate and intervene in suspected cases of domestic violence. For people in

¹ The Vanuatu Women's Centre is currently compiling the results of a national study which will investigate the nature and prevalence of domestic violence in Vanuatu, due for release mid-2010.



Community theatre group Wan Smolbag performing a play to raise public awareness on the Family Protection Act, at Law Week Celebrations in November 2009

remote areas, the Act allows for applications for protection orders to be made to the court by telephone, radio, fax or email. This is particularly significant to access given the rapid expansion of mobile telephony services in Vanuatu in the last two years.² The Act also allows for trained 'authorised persons' to intervene in cases of domestic violence if courts are inaccessible, as is the case in many rural areas. Authorised persons may make Temporary Protection Orders containing the same conditions as a protection order made by the courts. However, authorised persons can only make Temporary Protection Orders for up to 14 days, and can only renew an order once for a further period of 14 days.

HOW WILL THE ACT BE IMPLEMENTED?

A national Family Protection Task Force has been appointed as an advisory body to Government on the implementation of the Act. Members of the Task Force include representatives from relevant Government agencies (e.g. Department of Women's Affairs, State Law Office, Ministry of Health, Ministry of Education, Department of Correctional Services) and selected non-government organisations (e.g. the Vanuatu Women's Centre, Wan Smolbag Theatre).

Although the Act can be partially implemented with existing resources, to be fully effective it requires the development of additional infrastructure. For example, while courts can currently make protection orders they cannot include terms for compulsory meetings with

counsellors until training courses for counsellors are officially accredited. Further, relevant training modules must be developed and approved by the Minister for Justice and Community Services before authorised persons can be registered to operate in rural areas.

Preventing violence and ensuring access to justice and support services are key to implementing the Act. The Department of Women's Affairs have developed a list of priority activities to this end. This includes: establishing provincial-level Family Protection Task Forces; training for accredited counsellors; training and registering authorised persons; training on gender sensitisation and the contents of the Act; and implementing a joint public awareness campaign on the Act with partners. A costing estimate for unfunded priority activities was recently provided to donors for consideration.

WHAT ARE THE CHALLENGES TO IMPLEMENTING THE ACT?

Implementing the Act has proven challenging to date. Some aspects of implementation relate to changing attitudes and behaviour regarding domestic violence (e.g. the public awareness campaign). This will require long-term collaboration and commitment from all partners. Initially, the focus will be on raising understanding on the content of the Act. A number of institutions view the legislation as state intervention in matters best dealt with by kastom or religious-based mediation, and misinformation remains an issue. For example, there have been many reports that people have misinterpreted the power to make protection orders to restrict access to property as the power to revoke land title and ownership.

Other challenges to implementing the Act relate to developing infrastructure and resources. Like other elements of government service delivery, access to justice in remote and rural areas of Vanuatu must address the challenge of low population density over a broad geographical area. The Act aims to overcome this by allowing flexible access through innovations like telephone applications to courts, and local networks of authorised persons. However, ongoing work is required to maximise the potential benefits of these innovations. Further, until recently the courts had been reluctant to accept applications under the Act due to the lack of supporting infrastructure. The Family Protection Task Force is taking steps to ensure momentum is maintained to progress implementation of the Act, and it is clear that ongoing Government commitment, stakeholder coordination and donor support will be required to continue moving forward.

² A recent study by the Pacific Institute for Public Policy found near universal access and use of mobile telephony in both rural and urban areas of Vanuatu, including areas currently outside network coverage (see Social and Economic Impact of Introducing Telecommunications Throughout Vanuatu, Research Findings, December 2009, http://www.pacificpolicy.org/index.php?option=com_rubberdoc&view=category&id=57&Itemid=99)

LYDIA BEZERUK

About the author: Lydia Bezeruk has been with AusAID since 1995 and has completed postings in Cambodia, PNG and Nauru. Lydia has also worked in Tonga and Malaysia. Prior to AusAID Lydia was working with the Australian government's office of the Status of Women, working on the Stop Violence Against Women campaign.

Nauru, a single island of 21 sq km, is one of the world's smallest countries. Its 10,000 citizens are served by 85 officers of the Nauru Police Force (NPF). In 2001, Senior Sergeant Sheeva Cook, Officer-in-Charge of the Domestic Violence Unit, became the second woman to join the NPF: now, there are 26, including a Superintendant. Modern policing requires a police agency to properly represent the community it serves. Sergeant Cook's determination to see more women in the police force was supported by the Australian Federal Police (AFP) who, in 2004, entered into a bilateral arrangement with the NPF to implement the 'Nauru Police Force Police Cooperation Program'. The program includes the deployment of an in-line Commissioner of Police, an Operations Adviser, and funding for capacity development of the NPF.

"Before the AFP arrived, there was very little training available for NPF officers and very little opportunity for women to progress through the ranks," says Sergeant Cook.

In early 2007, Sergeant Cook attended a Pacific Island Chiefs of Police Women's Advisory Network meeting which focussed on the issue of domestic violence. When in mid-2007, the NPF was invited to participate in domestic violence response training in Tonga and New Zealand, Sergeant Cook was once again selected to attend. This training was part of the Pacific Prevention of Domestic Violence Program (PPDVP), a tripartite partnership between the New Zealand Police, the Pacific Islands Chiefs of Police and NZAID. The program focuses on building the capacity of Pacific police services to prevent and respond effectively to domestic violence.

The situation for women in Nauru is not so different from elsewhere: the law provides equal freedom and protection for men and women, but societal pressures limit the ability of women to exercise their legal rights. Domestic violence is a serious issue in Nauru, as it is in the wider global community and is frequently associated with alcohol abuse although, in reality there



Lydia Bezeruk

is limited knowledge on the prevalence, causes and consequences of violence against women. Nauru, like many Pacific countries, does not currently have any legislation in place which addresses the issue of domestic violence. Although existing assault and sexual abuse provisions in the Queensland Criminal Code as adopted and in force in Nauru (QCCN) capture certain elements common to domestic violence, they do not provide an adequate deterrent to reduce the incidence of domestic violence. Until recently, crime statistics were not gender disaggregated and so it is difficult to determine the number of assaults committed against women over time. Reports suggest that physical and sexual child abuse do occur and there is a community perception that levels of violence against women rose as economic conditions worsened after 2000; however there is no research or documentation on this.



Sergeant Sheeva Cook – Officer in charge of Nauru Police Force Domestic Violence Unit

Upon returning to Nauru, Sergeant Cook reported to the Commissioner of Police with the recommendation that the NPF establish a Domestic Violence Unit. This Unit was subsequently established in 2007 with assistance from the PPDVP and is attached to the Criminal Investigation Unit. A community awareness strategy was developed and delivered, including in schools. After that, domestic violence reports started to trickle into the DV Unit. The NPF maintains a system of 'silent complaints' whereby women can report incidents directly to the DV Unit and receive advice on their legal options and/or be referred to seek assistance from the Department of Women's Affairs, NGOs or churches. Once a woman has decided that she wishes to pursue prosecution, the 'silent complaint' is formalised. Since statistics have been kept by the DV Unit, there were 35 silent complaints in 2008, and 36 in 2009; however, most were withdrawn before proceeding to prosecution.

Currently under consideration are a range of legislative and policy options that would address the difficult situation police officers can be placed in when responding to incidents of domestic violence. Mandatory arrest policies remove police officers' discretion and require them to investigate all reports of domestic violence and arrest the perpetrator if their assessment of a situation gives them probable cause to believe a crime has been committed. Alternatively, pro-arrest/pro-prosecution policies ensure that a reported incident is treated seriously by both police and prosecutors while still allowing the victim to have some control over the progression of the case. These considerations are taking place under a review of the QCCN being supported by the Australian Government Attorney-General's Department.

The NPF DV Unit now has two officers, including Sergeant Cook as Officer-in-Charge, but works closely with the Department of Women's Affairs and in 2008 they collaboratively established a women's shelter or "safe house". This shelter is used to house women and children seeking protection from violent homes. For the first year of its operation, the safe house was financially supported by volunteers and individuals within the community and public service; however in 2009-2010 the Government of Nauru allocated funding to keep the shelter running. To date, it has housed 32 women and children.

With support from the AFP's Pacific Police Development Program and AusAID, Nauru observed White Ribbon Day for the first time in 2009 with Nauru's President H.E. Marcus Stephen presiding over a

public meeting. In the lead up to the actual day, the NPF's DV Unit, together with the Department of Women's Affairs, ran an education and awareness campaign. Over a two-week period teams visited all 14 districts, as well as work sites, government offices and secondary schools to educate on the theme of violence against women is a violation of human rights. The men's response was tremendous and they were keen to know more about what they could personally do to stop the violence and help the campaign. It was also obvious that members of the community were shocked and concerned at some of the case studies presented by the team. People were challenged to consider this issue in the context of their own families: "What if this were happening to your daughter/sister/mother? What would you do? And what would you like to see done?"

Ongoing monthly meetings between communities and the NPF now share information and issues and slowly community perceptions about the police are changing: trust is returning to the relationship through community education about the law and working with community leaders. The DV Unit's awareness sessions are integral to this process.

"The public are starting to take domestic violence seriously but they are still getting used to the idea that domestic violence is a police matter – not a private matter. Even within the NPF, culture can be stronger than training" says Sergeant Cook "but it will change".



Coastline

Aerial View of Nauru



Bauda Lagoon

ABOUT THE PACIFIC ISLAND CHIEFS OF POLICE WOMEN'S ADVISORY NETWORK

HISTORY

The PICP Women's Advisory Network (WAN) was borne out of recommendations from the International Women in Policing Conference held in Canberra in 2002.

The PICP-WAN has a unique role as a body that provides advice to the Chiefs of Police via the Annual Conference and also their own police executive. The role as PICP-WAN delegates is also to develop strategies capable of furthering the individual country police service and in doing so maximise the contribution of women to policing in the region.

One of the most concrete outcomes for the PICP-WAN is their observer status at the PICP Annual Conference. Attending the PICP Annual Conference also allows them an audience with all the Chiefs of Police present as the Chair of the PICP-WAN delivers a formal presentation on behalf of all PICP-WAN delegates.

The PICP-WAN has a key role to play in addressing issues for women in Pacific police services and to provide a voice for women in decision making both at the local and regional levels. PICP-WAN also look at addressing workplace issues for women currently

employed in the Police to maximise their contribution to policing.

The PICP-WAN vision of "Equality through Fairness" is to promote equality for women in all facets of policing without gender discrimination, therefore the PICP-WAN includes both sworn and non-sworn police employees.

The Mission statement "To develop and maximise the effective contribution of women in Pacific Island Police Services", seeks to achieve excellence in policing by realising the potential of women through maximising opportunities, removing barriers and valuing diversity.

At each subsequent conference of the Pacific Islands Chiefs of Police have reaffirmed their commitment to the PICP WAN and the work it is trying to achieve.

OBJECTIVES OF THE PICP WAN

The project has both short and long term objectives. At the PICP-WAN Conference 2009 in the Cook Islands, action points for the year were established and agreed by all the delegates.

SHORT TERM AIMS AND OBJECTIVES OF THE PICP-WAN FOR 2010

- A local WAN to be established in each jurisdiction.
- A guide to assist countries wanting to set up and maintain a women's advisory group is to be sent out by the Secretariat and posted on the PICP website. (www.picp.org).
- The Secretariat will assist the PICP-WAN in writing skills. This will be done via the conference reports that are to be completed by each jurisdiction attending.
- Research skills have also been taught and a guide given to all PICP-WAN delegates.
- Production of WAN newsletter to be supported by WAN delegates. This will be coordinated by the Cook Islands as they volunteered to produce the inaugural newsletter for the PICP-WAN.



ACWAP's Leanne Lomas attends the PICP WAN conference 2009



PICP WAN conference 2009



PICP WAN members getting the opportunity to meet at Darwin ACWAP conference

- Six countries (plus two reserves) to do exchanges in 2010. Tuvalu, Solomon Islands, FSM (Chuuk), PNG, Cook Islands, American Samoa, Tonga, Samoa.
- The PICP-WAN must emphasise to the Chiefs that some countries still require specific Police Maternity Leave policies.
- That the Chiefs in each jurisdiction aim for a minimum percentage of women in their Police forces.
- A business plan to be established for 2009/2010 by the Secretariat in consultation with representatives from Micronesia, Melanesia and Polynesia.
- That a Deputy Chair position be established. The Chair from the previous year is the Deputy Chair the following year.
- Next Conference to be in Samoa 2010 and PNG 2011.

STRATEGIC DIRECTION AIMS AND OBJECTIVES

- Review Policies on Pregnancy leave – Examine Policy on Professional standards;
- Examine policies and management procedures on EEO
- Promote the WAN Exchange Programme.
- Assist local WAN with the development of their strategic plans.
- The maintenance of the WAN Members Page on the PICP Website.
- Conduct Annual WAN Conferences

Dave Potaka

Detective Inspector
Pacific Island Chiefs of Police Secretariat



Asia Pacific Police, ACWAP conference – Perth 2009



Policewoman on Bicycle Patrol in Nauru

Pacific Islands Chiefs of Police Women's Advisory Network



"Greater participation of women in Police leadership, management and delivery of policing services in the Pacific"

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New Zealand

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Strategic Plan 2010 - 2013

What is the Pacific Islands Chiefs of Police Women's Advisory Network?

The PICP - WAN was established in 2003 and now includes all 21 PICP countries. The WAN is an important organisation which seeks solutions to issues impacting on women in Policing across the Pacific.

Many of the countries have adopted the WAN concept and have local WANs in country. This brings the women in these particular countries a voice at the executive level of the Police Organisations which is important when trying to initiate change.

All other jurisdictions are working towards establishing our WAN.

The members are American Samoa, Australia, Commonwealth of Northern Mariana Islands, Cook Islands, Federated States of Micronesia, Fiji*, French Polynesia, Guam*, Kiribati, Marshall Islands, Niue, New Caledonia, New Zealand, Niue, Papua New Guinea, Palau, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

Glossary of Terms

Advisory - in some cultures this word means 'not compulsory' or 'optional', while in others it may be seen as something that must be completed otherwise there are consequences. In this document the term advisory means the former 'not compulsory or optional'.

Mentor - in some jurisdictions this means a qualification or some type of certificate or degree. However in other jurisdiction it means a value. Focused in the promotion or job content it means the word strength and value of a person and what they can offer a position.

Partnership - in the context of this document it means equal participation in a project. It means cooperation and consultation.

Vision

Greater participation of women in Police leadership, management and delivery of policing services in the Pacific.

Mission Statement

Supporting and enhancing the contributions of Women in Policing within the Pacific Region.

Our Values

Teamwork

We support and cooperate with each other in our services to Pacific Policing and our communities.

Innovative

We are innovative and creative with ideas and methods to achieve our vision.

Commitment

We are loyal to our police services and our communities. We are diligent and reliable workers.

Professional

We strive to be highly professional in earning the trust and respect of our membership, organisations and communities by being honest, disciplined and accountable.

Persistent

We overcome the challenges of policing the Pacific through our perseverance drawn from the spirit and strength of the communities we serve.

*Suspended at time of print

Accountability for the Strategic Plan

This strategic plan will be maintained and reviewed through our communication strategy which includes the use of our annual newsletters, the PCP website and the working networks.

The responsibility for maintaining and reviewing this strategic plan rests with the PCP - WAN Regional Strategic Committee supported by the PCP Secretariat.

A monitoring and evaluation framework has been formulated by the PCP Secretariat as part of the overall business planning process. Six monthly reporting is a requirement of the process. The process will include reporting to the members of the WAN to ensure targets are being achieved.

We are accountable to the PCP members of the PCP - WAN and our donors.

Our Strategies

Improved Police Ethics and Integrity

Objective

Promote Gender Equity within Pacific Police agencies

- Be inclusive of all members of Police
- Share our vision/mission with all members of Police
- Actively recruit women into Police
- Actively support merit based promotion

Support and improve professional standards to prevent discrimination and harassment as it relates to women in policing

- Supporting and improving professional standards

- ★ Harassment
- ★ Promotion
- ★ Recruitment
- ★ Retention
- ★ EEO Policies

Support policies and procedures that encourage the recruitment and retention of women in Policing

Support the development of EEO policies within Pacific policing agencies

Establishing and reviewing Pregnancy/Maternity Policies

- ★ Leave
- ★ Conditions

Measure

- Policies and procedures related to professional standards in place by 2012 in all jurisdictions
- Policies and procedures have been reviewed and recommendations provided
- demonstrated an increase in women recruited into Police by 2013
- Retention of Women in the Police
- Evidence of an increase in promotion
- Initiation to new members to join WAN
- Participation of male members to local WAN

Greater levels of regional cooperation between women in policing

Objective

- Provide avenues for improved communication and collaboration
- Conduct annual WAN Conferences
- Conduct a baseline survey of selected WAN member countries in relation to participation and working conditions for women in policing

Measure

- Online forum being used by WAN members
- Create a Web page linked to the PCP Website
- Establish protocols for each of the above
- WAN Conferences held annually
- Survey of 5 jurisdictions

An expanded and strengthened women's network throughout Pacific policing

Objective

- Establish a WAN Group in all participating jurisdictions
- Continue to conduct the WAN Exchange Programme with 5 Pacific police agencies

Measure

- 100% of WAN established by 2010
- 6 exchanges held annually
- 100% of post exchange reports sent to the Chair and the Secretariat

8



11



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