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FROM: KHARE, UNMIT, DILI

DATE: April 2008

NUMBER: _____

SUBJECT: UNMIT Gender Quarterly Report to DPKO HQ January –March 2008.

A. Executive Summary

1. On 11 February, the President was shot and the Prime Minister ambushed by disgruntled rebels and petitioners. The fugitive Alfredo Reinado was shot and killed in the incident. A state of siege declared and curfew in situ.
2. The Government of Timor-Leste adopted a pledge to invest in women and girls to promote gender equality and the empowerment of women at the High Level Gender Policy Dialogue on the 8th March 2008.
3. Timor-Leste Parliament held an extraordinary session on the 10th March 2008 to debate the IWD theme of “ Financing for Gender Equality –Investing in Women and Girls”
4. On the 19th March the Council of Ministers adopted a Decree Law establishing the structure of the Secretariat of State for Promotion of Equality and a resolution on the establishment of gender focal points in all ministries.
5. Special DPKO Police assessment mission visits Timor-Leste from 17- 27 March 2008, inter-alia, to assess PNTL/UNPOL needs and requirements. UNPOL launched a gender sensitive Police Handbook for Police in Timor-Leste on 27 March 2008(PNTL 8th anniversary).
6. Government of Timor-Leste held a Development Partners Meeting to launch an appeal and Government identified 6 point priority areas for 2008.

B. Political Developments

1. In the early hours of 11 February, President Ramos Horta was shot three times and the Prime Minister’s convoy was ambushed by armed men belonging to the fugitive Alfredo Reinado’s Group. Alfredo Reinado was shot and killed in the incident. The President was medivaced to Darwin and is recovering. Parliament at the request of the Government had declared a state of siege and a curfew from 10pm to 0600 am. There is a suspension of the right to demonstrate and assemble with Operations by the joint command of PNTL and F-FDTL to conduct house searches by night upon presentation of a warrant. As the State of Siege continues the security situation across the country remains stable but fragile.

2. Additional modifications have relaxed some of the restrictions originally imposed. The state of siege now only applies to Aileu; Ainaro; Bobonaro; Ermera; Manufahi, Suai and liquica with curfew from 10.00pm until 6.00am. The right to demonstrate and assemble has been suspended and the Joint Command (F-FDTL leading) will conduct operations including right to conduct house searches by night upon presentation of a warrant. A state of emergency has been declared for Dili; Baucau; Lautem; Manatuto and Viqueque. The restrictions imposed include curfew from 11.00pm until 5.00am. Suspension of the right to demonstrate and assemble has been instituted

with the Joint Command of the PNTL/F-FDTL having the right to conduct house searches by night upon presentation of a warrant. No Restrictions have been imposed in the districts of Atauro and Oecussi. The current state of siege and emergency naturally impose undue hardships on men, women, girls and boys in relation to their sense of security and well being.

Government's Pledge on IWD to Investing in Women and Girls: Investing in Equality

The Ministers of the Fourth Constitutional Government, Members of the National Parliament and representatives of Timor-Leste civil society, who attended the High Level Gender Policy Dialogue "Investing in Women and Girls –Investing in Gender Equality" , on 8 March 2008, declared their commitment to invest in gender equality and the empowerment of women and girls by adopting a Pledge together with other stakeholders to increase investment in gender equality, to raise awareness in creation of programs and policies on gender equality; the development of a strategy for the national budget that is gender sensitive and providing oversight during its implementation; the development of strategies to eradicate violence faced by women in Timorese society; to develop mechanisms to promote equal access and control of property and land rights, and equal access to credit and capital; to ensure that gender mainstreaming is incorporated into the Second National Development Plan; will endeavor to further expand financial and human resources dedicated to gender equality within relevant institutions and to establish a dynamic partnership, including the distribution of resources and knowledge about gender equality thus increasing knowledge and competency in and across Timor-Leste.

Council of Ministers adopts Decree Law establishing structure of Secretariat of State for Promotion of Equality and resolution on establishment of Gender Focal Points in all Ministries.

On the 19th March the Council of Ministers adopted a Decree Law establishing the structure of the Secretariat of State for the Promotion of Equality. By adopting a structure that supports initiatives aimed at gender mainstreaming in the design , analysis, implementation and monitoring of Government policies, as well as through other measures to be implemented in civil society and with national and international organizations, the Government will be contributing to closing the gap between men and women. At the same meeting the Council of Ministers adopted a resolution formally establishing gender focal points in all ministries. This appointment introduces a mechanism that will be implemented in all ministries, offices of secretaries of state under the Prime Minister's Office as well as their respective regional offices with a view to ensuring gender mainstreaming in Government policies, strategies and legislation through gender analyses. The gender focal points shall constitute an Inter-ministerial working Group that will identify opportunities and challenges for gender mainstreaming within the Government of Timor-Leste, as well as develop partnerships between ministries and secretariats of State and other key actors.

Timor-Leste Government Adopts 6 Point Priorities at the Development Partners Meeting

The Government of Timor-Leste hosted a Development Partners Meeting from the 27-29 March 2008. The main focus of the meeting was the Government's paper on "Working Together to Build the Foundations for Peace and Stability and Improve Livelihoods of Timorese Citizens" a framework of action for 2008. The paper identified six areas of priorities namely, 1) Public safety and Security; 2) Social Protection and Solidarity 3) Addressing the Needs of Youth; 4) Employment and Income Generation; 5) Improving Social Service Delivery; 6) Clean and Effective Government.

All of the six areas of priorities have relevance for gender equality especially social protection and improving social service delivery. Discussion is underway to draw up a comprehensive social protection policy, strategy, legislative framework and delivery mechanisms. Vulnerable women in the categories of widows, widows of veterans, women veterans, elderly women, disabled women and girls and female headed households may benefit from such an exercise when the eligibility criteria is established.

Improving public safety and security and tapping the full potential of women and girls for national recovery and economic development must ensure that gender based violence is addressed at the

outset, for clearly domestic violence would result in women being unable to contribute and benefit fully and equally from the development processes. The proposed national Security Policy and legislations for the security forces especially PNTL and F-FDTL must be gender responsive and integrate gender perspectives including an appropriate gender balance in its membership to evoke greater confidence on the part of women and girls in the security forces ability to provide proper services.

C. Highlights of Key Activities

Events for IWD

The statement from President Ramos Horta on the occasion of International Women's Day 2008 was delivered to the nation from his hospital bed in Darwin. He wrote " *We have to remember that women are our partners and an important "light" for the family and society, in order to create stability in our nation and stability in the world. Timor-Leste has shown it's conviction to adhere to the Human Rights values in constructing a society with Justice, Liberty and Equality. These have to be the roots of our everyday lives. From my hospital bed I give my support to the women of Timor-Leste and to all the Timorese people, to adhere to the Human Rights Conventions, especially the Convention on the Elimination of Discrimination against Women, which has been ratified by our country..... We should not forget the sacrifice of the women of Timor during our struggle for freedom, we should value and remember their tears and suffering. We have to build a Timor of equal rights for men and women - equality among citizens in the eyes of law.*"

Government High Level Policy Dialogue

On Saturday 8 March, the Office of the Secretary of State for Promotion of Equality (SEPI) supported by UNMIT, UNDP, UNICEF, UNFPA and UNIFEM and REDE FETO organized a High Level Gender Policy Dialogue on this year's theme of "Financing for Gender Equality-Investing in Women and Girls – Investing in Equality". The Dialogue was attended by about 300 persons including the Prime Minister, interim President Lasama, acting President of Parliament, Deputy President of Parliament, Council of Ministers, Members of Parliament, senior government policy makers, members of the diplomatic corps, multi-lateral agencies, SRSB, DSRSB, representatives of the UN Country Team, and civil society organizations.

The Prime Minister opened the dialogue recognizing the invaluable contribution the women of Timor-Leste have made towards independence, nation building and towards the economy and stability of the country. The Prime Minister also reiterated the government's commitment to the Gender Commission to ensure that women's issues, and issues related to gender equality and the empowerment of women, will remain in the forefront of policy making at all times.

The SRSB in his statement emphasized the achievements of women and applauded their contribution to economic development, nation and state building. He further stated that women are critical agents of social change and poverty eradication and urged Timor-Leste to invest resources and provide sufficient funding for programmes that support women's empowerment as a priority for economic development and growth. He further emphasized that foreign direct investments and international trade can be an engine for driving development and can increase women's employment in the formal and informal sectors. He took the opportunity to underscore that at a time when one celebrates the achievements made one is also forced to reflect seriously on those areas of women's lives where discrimination, violence, poor political decisions, poor social and economic policies, politics of marginalization and social exclusion inhibit their potential and impede their progress. Although women's access to education, health care and paid employment have all improved, and legislation that promises equal opportunities for women and respect for their human rights has been adopted in many countries including Timor-Leste, de facto enjoyment of those promises continues to be a major challenge.

IWD activity in Parliament

On 10 March the Timor-Leste Parliament sat in a special session to debate the global theme of "Financing for Gender Equality - Investing in Women and Girls; Investing in Equality". The

session began with a minute silence for the women who sacrificed their life for the independence of the Nation. The debate was opened by the acting President of the Parliament Vincente Guterres acknowledging the contribution of women to independence, nation building and the economy of the State. He highlighted the various International Conventions that Timor-Leste had ratified including CEDAW that promotes gender equality and the rights of women. He also emphasized that the election laws promulgated by Parliament took affirmative action to promote the participation of women in the electoral process and in Parliament. All political parties namely Fretilin, CNRT, PD, PUN, ADST, KOTA, PSD and PPT took the floor to lend their support to the issue of women's equal rights and opportunities to access land, property and credit, and to be recognized as equal partners in the development of the nation.

The Chairperson of Parliamentary Committee E whose responsibilities include the promotion of gender equality, read out the Pledge adopted by the Government and Parliamentarians at the High Level Gender Policy Dialogue on 8 March. Parliament had invited all suco chefes and women representatives from the 13 districts as observers to the special session. A film on the PERWL project of UNDP/UNIFEM was shown in Parliament after the debate. Parliament had borrowed UNMIT's photo exhibition prepared especially for International Womens' Day to be on display in the Parliament Hall during the session.

International Women's Day Events in the Districts

Numerous activities and events took place in the districts and sucos organized by REDE FETO and other NGOs, suco chefes and UNMIT. REDE-FETO conducted activities in Los Palos, Baucau, Liquica, Ainaro and Dili with discussions on the role and contribution of women to the development of the nation as community leaders. These community debates were followed by various activities including a community cleanliness campaign, and sports and cultural activities, which were appreciated by women as well as community members.

Regional UNMIT Public Information Offices organized activities in four districts of Baucau, Maliana, Oeccusi and Suai. In Salele, Suai about 84 persons attended a public event and the film "Stop Violence against Women" was shown and discussed. In Bacau, the regional PIO participated in an open house organized by national NGO Belun focused on the national ending domestic violence campaign. In Maliana, UNMIIT staff organised a photo exhibition, screening of UNPOL Vulnerable Persons Unit slide show and film against domestic violence, with participation by the District Administrator and the Deputy District Administrator, NGO and civil society representatives, as well as the UNMIT Human Rights Officer. In Oecusse the UNPOL film as screened and at each event UNMIT staff distributed the Human Rights Declaration, flags, posters and the Secretary-General's message in Tetum.

IWD in UNMIT for UN staff and the UNCT

On Friday 7 March several events were organized at Obrigado Barracks to celebrate International Women's Day with UN staff, both UNMIT and UN Country Team. A dedicated Town Hall meeting was called with special guest speakers Ms Idelta Rodrigues, the Secretary of State for Promotion of Equality (SEPI) and Ms Fernanda Borges, Chairperson of Parliamentary Committee A and President of PUN, made presentations on this year's theme for International Women's Day. The panel was followed by a ceremony of awards to 13 female Timorese colleagues to highlight the important contribution made by female UN staff. All UN colleagues (UNMIT and UN Country Team) had been invited to nominate female colleagues who demonstrated outstanding leadership, professionalism, and dedication to the United Nations as well as to peace and stability for Timor-Leste. The recognition of women Timorese colleagues added to their self esteem and confidence and was highly appreciated by all staff.

In addition, DSRSG Reske-Nielsen in his capacity as the UN Resident Coordinator and UNDP Resident Representative launched a new UNDP regional publication entitled "Financing for Gender Equality - Global Evidence and the Asia-Pacific Setting". The report suggests that decreasing gender inequalities has the potential of accelerating human development and growth,

and that the MDG goals will not be achieved without incorporating women's priorities, potential for leadership and full participation in the process of planning and development.

The UNMIIT Gender Affairs Unit distributed white ribbons to all male staff in support of the Men against Violence global campaign to seek men's contribution to end violence against women. The UNMIT HIV/AIDS unit distributed T-shirts and bags to female staff with critical messages regarding women and girls and HIV/AIDS infection. The joint UN Communication Officers working group (comprising communication and media officers from the UN Country Team and the UNMIT Public Information Office) organized a photo exhibition celebrating the contribution of women in Timor-Leste. A free film festival took place in Obrigado Barracks in the afternoon of 7 March for all UN staff showcasing a number of important films from the region that highlight gender issues.

Capacity Building Activities

The Director of Office for Secretary for Promotion of Equality and the Director of Advisory Department on Legislation and Legal Affairs, Ministry of Justice attended a regional workshop on Gender Equality Legislation organized by the regional office of UNIFEM, Bangkok from the 13-15 February 2008. Preliminary discussions are underway for the drafting of a Gender Equality Act for Timor-Leste.

The Secretary of State for Promotion of Equality and representatives from the Ministry of Health HIV/AIDS unit attended the First International Ministerial Meeting on Policy on Women and HIV/AIDS from 24-25 March 2008, in Brazil organized by the Alliance between Portuguese Language Speaking Countries (*CPLP*). The participation was sponsored by the Embassy of Brazil, SUS; UN AIDS; UNFPA; UNICEF; UNIFEM; DSTAIDS; and the Brazilian State Secretariat for Women.

Gender Awareness and Mainstreaming Training for UNMIT and the UNCT

UNMIT Gender Affairs Unit has started a series of one day training sessions on gender awareness and mainstreaming for peacekeeping. The first training took place on 5 March of 30 staff members from the Human Rights and Transitional Justice Unit. The second training will take place on 12 March for the Security Sector Reform Unit and partners with case studies specifically related to SSR issues. Further training is planned according to needs and interest across the mission.

Enhancing capacity to deal with Gender Based Violence

UN agencies continue to provide a range of support to address gender based violence. With support from UNIFEM a training manual on domestic violence (being translated into Tetun) intended for suco and aldeia chiefs has just been finalized in collaboration with INAP and was piloted in Baucau and Lautem. In addition to the training manuals, UNIFEM will be supporting other visual aids for this purpose including flip charts and flash cards. The CEDAW-SEA Programme as part of its campaign against domestic violence has printed posters highlighting women's rights which have been distributed nationwide. The national campaign for men to end violence against women continues, with key national leaders as promoters and advocates.

Two border districts of Covalima and Bobonaro have been identified as pilot districts for accelerated gender based violence activities and response. In collaboration with the Men's Association against Violence (AMKV) and women's organizations, training and follow-up discussions have been held in these two districts to encourage women to participate in conflict mediation and conflict resolution activities in the community. A livelihood programmes mapping took place in these districts to ascertain needs and provide support to victims and skills training in the management of livelihood activities for the existing women's groups, facilitated by APSCTL, an NGO-partner.

Towards enhancing gender sensitivity in UNPOL and the justice system, training is ongoing for PNTL, UNPOL Vulnerable Persons Unit, Crime Prevention Unit, judges, prosecutors, defenders, police in patrols, community police and local authorities in the two pilot districts on gender based

violence, and legal provisions, conducted by HAK Association. In collaboration with NGO Fokupers, training for local women's organizations on referral pathways, and gender based violence issues, was conducted as well as the establishment of a local forum in each community as a venue for discussion of gender based violence issues. Additionally, there is ongoing training for the PNTL on human rights including women and children's rights at the Police Training Academy.

PNTL training on GBV investigations.

The Gender Base Violence Investigations "Train the Trainer" Pilot Program took place from 25th February to 11th March, 2008.10 PNTL officers ranging from Sub Inspectors to Agents and represented various Dili Police Posts, some included Dili Vulnerable Persons Unit (VPU), National VPU, PNTL Academy, Atauro Sub District and NID Major Crime Unit were trained as trainers. The course content was jointly developed by UNMIT, TLPDP, UNFPA, PNTL and UNICEF and delivered by various lectures, some which included PNTL, UNPOL, Government and Non-Government agencies. The training was designed as a result of local crime statistics relating to domestic violence and general interest in gender awareness, sexual abuse and women's human rights. Recent research and GBV Working Group meetings revealed significant training gaps and confusion amongst PNTL in relation to police powers, procedures and prosecution requirements when dealing with any GBV matter.

The training led to Demonstrated understanding of the concepts, theories and models of gender based violence, victim-centered interviewing skills, of forensic protocol in relation to victims of GBV, how to deal with persons with a mental illness, of Investigation Techniques when dealing with GBV, Legal Framework in relation to GBV, of Sexual Assault Investigations, Child Abuse Investigations, Children in Conflict with the Law, the referral pathway for victims of GBV, police response to Missing Persons, Alcohol Awareness and Gender Based Violence, Dealing with Stress and Training of Trainers skills and techniques.

UNPOL reclassifies gender based violence cases.

The UNPOL Vulnerable Persons Unit (VPU) continues to tackle gender based violence in the community. According to their statistics there is a marked rise in gender based violence (11 cases each last January and February 2007 compared to 41 cases this January and 46 this February 2008). This could be explained by a number of factors including an increased confidence in the police resulting in more reporting than last year, and a change in the classification of gender based violence cases by UNPOL in 2008. UNPOL have renamed rape offences as sexual offences, and instead of domestic violence, they have created two new categories of assault/domestic and dispute/domestic to provide a better understanding of the nature of cases and to better document the different complaints. Using different classifications this year means that it is possible many domestic disputes in 2007 were not documented as domestic violence or gender based violence accounts. The new classifications are aimed at improving gender responsiveness in UNPOL.

First consultation of the National Parliamentary Women's Caucus with Civil Society on Priorities.

The National Parliamentary Women's Caucus supported by the NGO Timor Women's Caucus, Office of the Secretary of State for Promotion of Equality and OXFAM held the first Parliamentary Women's Caucus and civil society consultation on their programme capacity building on 14 March. Representatives of Committees A, B, E and F were also present. The chairperson of the Parliamentary Women's Caucus Ms. Maria Paixao Costa explained, inter-alia, the role of the Women's Caucus and the competency and functioning of the Parliament including the mandate, functions of parliament in ratification of international conventions and law making, processes of guidance and policy making, powers and duties of members of parliament, immunity and lifting of immunity, functions of specialized committees and the parliamentary prerogative of declaring a state of siege or state of emergency. The meeting identified programme priorities for the Parliamentary Women's Caucus for 2008 as: a) Greater capacity building in budget processes especially gender responsive budgeting for all parliamentarians. b) Adoption of the amendments

to the Penal Code and the proposed Domestic Violence Law. c) Adoption of the proposed Land Law d) Setting up of a special committee for consideration of the CHEGA report. e) Adoption of a five year strategic plan to mainstream gender in parliamentary processes.

UN Gender Thematic Working Group Meeting

The UN Gender Thematic Working Group met on the 12 February. The membership of the group has been expanded to include all of the international gender advisers to the Government of Timor-Leste and International NGOs. Gender advisers from USAID and the Ministry of Agriculture made presentations on the proposed land law and its provisions to grant equal title and access to women. Strategies to move forward the pending amendments to the Penal Code and the proposed Domestic Violence law (DV law) were discussed. The divergent definition of domestic violence as a public crime in the DV law and as a semi-public crime in the Penal Code posed a complication. Evidently the Minister for Justice, the Public Prosecutor and the President of the Court of appeals are yet to be convinced that domestic violence should be made a public crime. This issue had to be resolved prior to the adoption of the Penal Code and the DV law. The outcome of the Fourth Annual Meeting of the DPKO Gender Team held in New York from 15-18 January was presented to the Group.

DPKO Police Assessment Mission to Timor-Leste

A DPKO Police Assessment mission took place from 17-27 March 2008. The mission's objective was to assess the requirements of the Timorese National Police (PNTL) in the context of the policing arrangements between UNPOL and the PNTL and the Reform, Restructuring and Rebuilding Plan of the PNTL, and inter-alia to review UNPOL procedures in relation to training and mentoring of the PNTL. An independent ongoing evaluation of the PNTL Vulnerable Persons Unit (VPU) supported by UNICEF, had highlighted the need for deploying additional officers to UNMIT with training and experience dealing with gender based crimes, particularly given the units unique and critical role in protecting women and girls who continue to bear the brunt of the violence. Needless to say, further efforts are required to address gender based violence at all levels, including through training of all PNTL and UNPOL on the special needs of women and investigative techniques for gender based crimes as well as improving victim access to judicial recourse and an effective witness protection programme. Some of the recommendations made to the Police Assessment Mission are set out below.

D. Recommendations

Recommendations for increasing the numbers of police women in DPKO field presences through special incentives and the extension of current period of tour of duty of women police officers.

a) **Special Incentives** - The numbers of women police officers in the DPKO field missions are well below the desirable level of gender balance, hovering between 4 to 7 per cent while the need for their presence and services are increasing. In order to raise the number of women police officers in the field, it is recommended that DPKO offer a special incentive such as a commendation or other attractive incentive from the SG or Security Council or DPKO to encourage competition among the troops contributing countries to provide more women police personnel. All women police contingent such as that of India should be given wide publicity and some special privilege or incentive to encourage other countries to follow suite.

b) **Standard Policy** – it is recommended that DPKO adopt a standard policy of extending the period of tour of duty of the women police officers by an additional year or six months to augment the incoming numbers. This would ensure the presence of a higher figure due to the overlap in the rotation that would ensue. Troops contributing countries should be notified of this policy so that they may act accordingly and anticipate the extension of the women police officers at the appropriate time. This would avoid unnecessary delay and anxiety in awaiting the response of the governments of the troops contributing counties to a request of extension for the women police officers.

Recommendations to improve the skills and competency of police personnel assigned to the field

Many of the police personnel assigned to the field fall short of the required or anticipated standard set of skills and competencies. For instance some of the officers are unable to write or record basic police reports or conduct investigations let alone investigations related to gender based violence. One would expect police assigned to a United Nations mission to possess the necessary basic skills acceptable in accordance with international standards and norms so as to enable them to carry out expected duties related to the mandate and those needed in the field mission, especially if they are mentoring local police personnel. As a result of the inadequate training and competence of both UNPOL and PNTL police personnel in appropriate investigation and prosecution skills in handling specific cases, there is a backlog of about 4700 cases of which about one third are gender based violence cases.

It is recommended that DPKO HQ Police Training establish and carry out training of trainers (TOT) for and from the usual troops contributing countries on basic report writing, investigations skills and investigating gender based violence cases and taking forensic evidence in cases of rape and sexual assault, so that at least some of police personnel deployed do have the necessary skills to carry out their work competently. These trainers can in turn train their own troops before they are deployed to the UN missions.

Once they are deployed it should be ensured that UNPOL mission leadership assign staff appropriately in accordance with their skills. At present this is not done systematically and some officers with specific skills of investigation are sent out on patrol duty etc. More care has to be taken in the selection and allocation of police personnel to the different tasks commensurate with their competence and skills.

Secondly, it is recommended that DPKO HQ establish some minimum criteria for recruitment of police personnel and insist that troops contributing countries meet these criteria before deploying police personnel to the UN field missions, through undertaking pre-deployment training. Sending troops to the UN missions is considered prestigious for troop contributing countries. If DPKO HQ was to pursue such a measure, the troops contributing countries will comply and it would become the normal practice.

Recommendation on promotion and representation of women police officers in senior leadership and decision making positions of the UNPOL and PNTL hierarchy. Achieving gender balance at all levels of the UNPOL and PNTL.

At present the female representation in UNMIT/ UNPOL is about 7 per cent. Out of about 40 contingent commanders 3 are women. None of them are in any significant position to influence decision making. **It is recommended** that there should be a conscious effort at recruiting more women contingent commanders so that they may be assigned to leadership and senior positions so as to achieve the desirable gender balance at all levels.

Out of 14 district VPUs which handle gender based violence cases, only 3 are headed by a women, of which two will be leaving the mission shortly, leaving 1 unit headed by a woman. It is imperative to achieve gender balance in the leadership of the VPUs to enable more efficient functioning of the units for women victims of gender based violence feel more comfortable reporting to women police officers.

The low representation of women police has resulted in complaints of sexual harassment within UNPOL and PNTL of women police officers. Sexual harassment is a serious concern and a deterrent for women assigned to the field in the districts, especially if they are assigned alone with other male counterparts.

Drafted by Reddy