

The State of Gender in the Congolese National Police

An exploration of gender mainstreaming processes in DRC



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Acronyms

Art.	Article
CAMO	Cellule d'Appropriation et de Mise en Oeuvre
CCOSS	Control and Coordination of Security Sector, SSAPR component
CSRP	Comité de Suivi de la Réforme de la Police
DFID	UK Department for International Development
DHS	Demographic and Health Survey
DRC	Democratic Republic of Congo
EA	External Accountability, SSAPR component
FARDC	Forces Armées de la RDC
IG	Inspection Générale
INS	l'Institut Nationale de la Statistique
M&E	Monitoring and Evaluation, SSAPR component
MISDAC	Ministry of Interior, Security, Decentralisation & Cultural Affairs
MONUSCO	Mission de Stabilisation de l'organisation des Nations Unies en République Démocratique du Congo
NGO	Non Government Organisation
OPJ	Officier de Police Judiciaire
PAQ	Five Year Plan (Plan d'Action Quinquennant)
PCR	Police de Circulation Routière
PdP	Police de Proximité
PNC	Police Nationale Congolaise
PNG	Politique Nationale Genre
PPF	Personnel Policier Féminin
PSPEF	Police Spéciale de Protection de l'Enfant et de la Femme
SGBV	Sexual and Gender Based Violence
SNVBG	Stratégie Nationale de lutte contre les Violences sexuelles et Basées sur le Genre
SSAPR	Security Sector and Police Reform Programme
SSR	Security Sector Reform

Executive Summary

The Security Sector Accountability and Police Reform (SSAPR) programme is a five-year programme intended to assist the Congolese Government to lay the foundations for re-establishing rule of law by supporting accountable, service-oriented security and justice institutions, focused primarily on the *Police Nationale Congolaise* (PNC). In 2013, SSAPR's M&E component partnered with the National Institute of Statistics to explore the state of gender in the PNC in the three SSAPR programme locations of Kananga, Bukavu and Matadi, as well as in Kinshasa.

This study sought to explore how women in the PNC experience their role as security providers, including their career progression within the PNC, as well as gender mainstreaming efforts in the PNC more broadly. This study is based on qualitative and quantitative data from 513 PNC respondents stratified by gender and affiliation with the SSAPR-supported community policing programme (PdP). Political leaders as well as politico-administrative leaders also served as key informants. The results of this study are intended to inform DFID and SSAPR's understanding of the PNC's gender mainstreaming efforts, with the goal of making future programming more responsive to the needs of women and girls.

Study findings suggest that despite recent legislative progress on women's integration and gender-based violence in the PNC, there are many persistent practices, beliefs and social norms which impede women from joining and carry out work in the PNC in equal ways to men. These constraints include poor salaries, high levels of risk and perceptions by both genders that the PNC is a male profession. Despite the view of policy makers that women and men should carry out similar roles in the PNC, this study identified strong differences in the roles that women play, with women more likely to be delegated domestic duties. This separation of roles negatively impacts female officers financially and perpetuates assumptions about women's inferiority as members of the PNC.

Stemming from these marginalising practices, systemic harassment was also found to alter women's experiences and career progression. Despite similar rates of promotion experienced by male and female respondents, many women felt that they had been passed over for promotion after turning down the sexual advances of their superiors. Other female respondents reported career stagnation and a decrease in salaries after rejecting sexual advances of their male superiors compared to their counterparts. These findings are further underlined by low rates of reporting with respect to harassment, found to signal low confidence in existing accountability systems rather than a lack of awareness.

This report concludes with recommendations for improving women's experiences in the PNC by expanding gender mainstreaming to recruitment, retention and training, along with sensitisation for both male and female officers.

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The State of Gender in the Congolese
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Introduction

1



Overview of SSAPR

The Security Sector and Police Reform (SSAPR) programme is a five-year programme funded by the Department for International Development of the United Kingdom. Established in 2009, SSAPR is intended to assist the Government of DRC in laying the foundations for the re-establishment of the rule of law through support to the creation of accountable and service-oriented security and justice institutions that are able to improve safety, security and access to justice for Congolese citizens. The objective of the SSAPR programme is to promote accountability of the security sector and justice, and in particular to support the implementation of a national police force that works for the benefit of the population and offers them improved security and rule of law.

More specifically, the SSAPR programme aims to strengthen the capacity of key sector institutions, state and non-state actors, including the Ministry of Interior, Security, Decentralisation & Cultural Affairs (MISDAC) and other relevant ministries, the Congolese National Police (PNC), Inspecteur Générale (IG), the secretariat of the Comité de Suivi de la Réforme de la Police (CSRP), parliament, civil society, media, magistrates and Congolese researchers. To achieve these ambitious goals, the programme consists of four complementary components:

- **Police Support Programme (PSP)** aimed at improving service delivery and policy, management and internal oversight capacity within the policing sector;
- **Control and Coordination of Security Sector (CCOSS)** aimed at strengthening sector-wide planning, co-ordination and internal oversight mechanisms;
- **External Accountability (EA)** aimed at strengthening parliamentary and civilian oversight and control to enhance police accountability; and
- **Monitoring and Evaluation (M&E).**

The M&E component of SSAPR supports the routine M&E functions of the programme, including compiling quarterly and annual reporting and updating the programme logframe. The M&E component also conducts independent research and evaluation studies, including studies on citizen's perceptions of safety and security and thematic studies on topics such as gender-based violence. As one of the thematic studies conducted, the M&E component has designed this study to investigate the experiences of female officers serving in the PNC.

Background and Key Concepts

Though a significant proportion of DRC's population lives under poor health, economic and social circumstances, DRC's 2011 National Gender Report posits that the situation of women in DRC is even more dire than that of men. For example, women suffer from an HIV prevalence rate of nearly twice that of men (2.4% of urban women as compared with 1.3%¹ of urban men and 1% of rural women as compared with 0.6% of rural men). DRC has among the highest maternal mortality rate in the world (549 deaths per 100,000 live births), though this has been cut nearly in half since 2001 (from 1289 deaths per 100,000 live births). These physical vulnerabilities are both a product of and compounded by discriminatory social norms, rules and customs that tend to privilege men at the expense of simultaneously objectified and marginalized women. DRC's stark gender disparities in education, with 37.6% of rural women never having received primary education, as compared with only 15.1% of rural men, are one manifestation of these harmful and discriminatory social norms.

These statistics of marginalisation and victimisation are also reflected in the instances of gender-based violence. Though a decade has passed since the cessation of conflict in 2003, parts of the Eastern DRC still struggle to maintain security and minimum standards of living. As such, people living in this part of the country often face abuse perpetrated by both loyalist force and rebel groups as well as foreign militias. In these areas, women suffer from gender-based violence disproportionately. An estimated 70.1% of all deaths of women and children in the DRC are linked to conflict².

¹ These and all other figures cited in this paragraph are drawn from the (2011) Rapport National Genre, DRC.

² Steiner B, Benner MT, Sondorp E, Schmitz KP, Mesmer U, Rosenberger S: Sexual violence in the protracted conflict of DRC programming for rape survivors in South Kivu. Conflict and Health. 2009; 2.

Table 1: Number of PNC officers in SSAPR pilot provinces disaggregated by province and gender

	Kinshasa		Bas-Congo		Sud-Kivu		Kasaï-Occidental		Monthly Salary
	Men	Women	Men	Women	Men	Women	Men	Women	
Commissaire divisionnaire en chef	0	0	0	0	0	0	0	0	125665
Commissaire divisionnaire principal	0	0	0	0	0	0	0	0	118455
Commissaire divisionnaire	7	0	1	0	0	0	0	0	115989
Commissaire divisionnaire adjoint	20	1	0	0	2	0	0	0	108840
Commissaire supérieur principal	69	5	4	0	7	0	5	0	105501
Commissaire supérieur	133	17	30	0	19	2	17	0	96900
Commissaire supérieur adjoint	237	20	40	1	32	0	36	1	91000
Commissaire principal	1737	171	187	8	88	4	168	8	85581
Commissaire	1810	214	198	10	117	6	186	3	83800
Commissaire adjoint	1514	266	132	9	181	13	125	10	82036
Sous Commissaire principal	2489	374	145	19	193	9	224	6	80940
Sous Commissaire	2429	404	161	21	31	7	232	16	79618
Sous Commissaire adjoint	2915	401	172	12	37	1	287	14	78636
Brigadier-chef	2412	272	209	33	77	4	227	28	76573
Brigadier 1ere classe	4541	562	398	54	143	6	165	10	75483
Brigadier	202	29	542	54	91	4	531	29	74200
Agent de police principal	1803	244	422	18	245	17	1032	56	73100
Agent de police 1ere classe	0	0	0	0	0	0	0	0	7200
Agent de police 2eme classe	4281	786	1258	98	2722	115	2975	271	7200
Total	26599	3766	3899	337	3985	188	6210	452	

Source: MONUSCO

As formal state institutions often play a significant role in perpetuating political and social inequalities, it is unsurprising that women are also marginalised in many of DRC's public institutions. For instance, women comprise an average of 8.4%³ of national members of parliament filling 10.6% of seats in the National Assembly and 5.6% in the Senate⁴ – a rate virtually echoed in the PNC. At present, of the 117,878 personnel in the PNC identified at 31/12/2014, only 105,255 have a valid serial number. Since it is not possible to determine the gender of police officers without a valid serial number, this report has focused on the latter figure. When disaggregated by gender, the figure includes 96 925 men and 8330 women, with women occupying 7.91% of the total number of police officers. If we count only those still active in the PNC, the numbers lower to 88,289 for men and 7,575 for women (whilst the percentage of women remains consistent at 7.9%).⁵ From these updated figures, it is possible to infer that the proportion of women within the PNC has risen by 1.8%, since the release of the Rapport *National Genre* (2011), which gave the participation rates of women in the PNC as 6% and 3% for the FARDC, with the majority of these based in Kinshasa⁶.

This low proportion of women represented in the PNC is comparable to rates of female representation in the police services of other West African countries, but exceeds the proportions in Cape Verde, Togo, Benin, Senegal, Burkina Faso, and Niger. Figure 1 below shows DRC in relation to these and other countries in terms of the proportion of women represented in police forces.

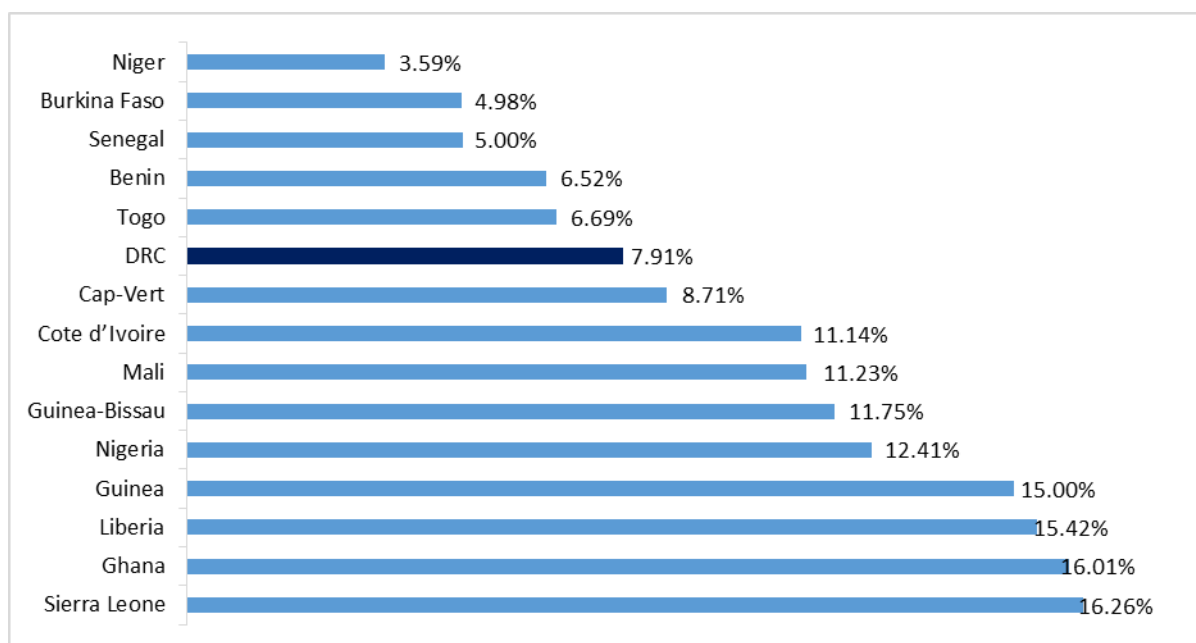
³ Rapport National Genre (2011), 33.

⁴ *Les femmes dans les parlements nationaux* (la situation au 1 Septembre 2014) available at <http://www.ipu.org/wmn-f/classif.htm>

⁵ MONUSCO, *Coordination de la réforme, de la restructuration et du développement de la PNC* (internal document), available in Annex A

⁶ Rapport National Genre (2011), 30.

Figure 1: Representation of Women in West African National Police⁷



Source: *Le Secteur de la Sécurité et le Genre en Afrique de l'Ouest: une étude de la police, de la défense, de la justice et des services pénitentiaires dans les pays de la CEDEAO*, Genève : DCAF, 2011⁸

Gender perspective

Like the SSAPR programme, this study understood gender as a relational category based on social experience rather than biology. This approach acknowledged the essential role that both men and women play in creating each other's experiences of gender and used these relationships as a key mode of analysis. Accomplishing this requires an investigation of both female and male experiences in the PNC separately, as well as reflections of each on the role of the other. Considering the male perspective not only reinforces the relational element of this analysis, but also allowed for an examination of how *understandings and expressions of masculinity* affect women's experiences as part of the police.

This study also approached women as security actors rather than beneficiaries.⁹ This approach allows for exploration of female police officers as a heterogeneous group. This also allows the analysis to draw out common experiences among women, rather than assuming commonality of experience for all women, or reverting to victim/peacemaker archetypes.

Though this study uses the lens of gender to analyse experience and treatment within the PNC, it should be noted that interviewees also reported differential treatment based on ethnicity and age both within and independent of gender. This is also true for officers bellowing to differing units within the PNC, including the community police (PdP), and the PCR. While this study shows that dominant expressions and norms of

⁷ Miranda Gaanderse et Kristin Valasek (Eds), *Le Secteur de la Sécurité et le Genre en Afrique de l'Ouest: une étude de la police, de la défense, de la justice et des services pénitentiaires dans les pays de la CEDEAO*, Genève : DCAF, 2011

⁸ It is important to note that according to 2014 figures, the percentage of women in the PNC has decreased from 8.8% to 7.91%. This graph shows the updated figure for DRC, but the remaining figures reflect the 2011 numbers for countries other than DRC

⁹ Differentiating between women as actors and women as beneficiaries will likely be essential to this analysis, as these are often disconnected. Jacob. (2008) Engendering SSR – A Workshop Report

masculinity and femininity are strong factors in how women experience their role in the PNC, women ought not to be treated as a homogeneous group.

Key Definitions

Based on the above approach, the following key terms are understood using the following definitions throughout this report.

- Gender: Refers to the social and cultural roles and responsibilities of the women and men. These roles are influenced by perceptions and expectations arising from cultural, political, ecological, economic and religious factors, along with ethnic customs, laws, social classes and individual and institutional prejudice.¹⁰
- Sex: The biological differences between women and men, being permanent and universal across all individuals.¹¹
- Gender analysis: A method organised to take into account the questions of gender in the process of programme development, beginning from its conceptualisation and extending to its evaluation, including the stages of identifying need, conceptualisation and execution.¹²
- Gender Sensitivity: Being conscious of the difference between the needs, roles, responsibilities and the problems of men and women, and keeping these differences in mind through programmes and activities.¹³
- Equality of opportunity: Stemming from the existence of barriers relating to sex, which create obstacles to participating in economic, political and social life.¹⁴
- Police reform: A process aimed to improve the accountability, capacity and responsiveness of police forces, based on a combination to technical skill development and promoting values of human rights and rule of law. These processes often posit a link between effective and responsive security provision and poverty reduction, political stability and social development.¹⁵

Gender Mainstreaming

The importance of gender mainstreaming is underlined in DRC's obligations under both international and national law. Internationally, this includes the Convention to Eliminate all Forms of Discrimination Against Women (CEDAW) of 1979, the Protocol to the African Charter on Human and People's Rights (2003), the Beijing Platforms of 1995, 2000, and 2010, recommendations from the International Conference on Population and Development (1994, 1999, 2000, and 2009), and the Great Lakes regional pact on peace, security, democracy and development (2007). These international precedents are further supported by UN Security Council Resolutions 1325, 1820, 1882, 1888 and 1889.

Perhaps the most significant area of progress on ensuring gender quality and women's protection in DRC in recent years has come in the form of national level legislation. In its preamble, the constitution of February 18, 2006 reaffirms DRC's commitment to respect human rights, the principle of equality, the prohibition of

¹⁰ Definition taken from 'La Police Nationale Congolaise et l'Intégration du Genre: Etat d'Expérimentation'. Workshop Report, National Assembly Defence and Security Commission, 2.

¹¹ Ibid.

¹² *Perspective Genre dans la Réforme de la Police et la Redevabilité*, présentation interne DFID par Anne-Judith Ndombasi (March 2014)

¹³ Ibid.

¹⁴ Ibid.

¹⁵ (2009). 'Police Reform.' DCAF Backgrounder, 10.

discrimination against women, and the equal representation of women in national, provincial and local institutions. The same constitution also reaffirms the principles according to which ‘all human beings are born free and equal in dignity and rights,’¹⁶ ‘all Congolese are equal before the law and have the right to equal protection by laws,’¹⁷ and ‘all discriminatory measures in the areas of education and access to services are prohibited.’¹⁸ Article 14 of this constitution empowers the public to oversee the elimination of all forms of discrimination against women, to ensure the protection and the promotion of their rights, to take all necessary measures to ensure the full participation of women in national development, while also taking measures to fight against all forms of violence against women in both public and private life. Article 14 also recognizes women’s rights to equal representation in national, provincial and local institutions, which also conforms to the state’s role as guarantor of male-female parity in these institutions. Additionally, public powers are equally responsible to oversee the elimination of sexual violence.¹⁹ It should be noted that since 2009, DRC has also benefitted from the National Gender Policy, a National Action Plan, as well as the National Strategy for combatting sexual and gender based violence. These provisions are also in effect in DRC’s conflict-affected North-East provinces.

Concerning the mainstreaming gender within the police, the *Loi Organique* n° 11/013 of August 11, 2011 establishes the fight against gender-based violence and child protection as standard operations within the PNC.²⁰ Under the authority of the Commissaire General, the Deputy Commissaire General (in charge of the administrative police) coordinates preventative activities conducted by the PNC. He oversees a number of missions, including ‘the coordination of the fight against gender-based violence and the supervision and protection of children.’²¹ The Inspector General’s mission also includes the mandate to look after the strict application of laws and regulations of the Republic by members of the PNC, with the aim to ‘support respect for basic rights, human rights and the protection of individual and collective liberties in the functioning of the PNC.’ Additional elements of this mission include:

- Supervision and sound management of human resources, financial resources and material resources at the disposal of various units and services of the PNC;
- Supervision and application of gender principles in nominations and assignments within the PNC;
- Supervision of payment and management of the budget allocated to the PNC;
- Assessment of the suitability and reliability of equipment and infrastructure;
- Assessment of operational and administrative performance and capacity of PNC units and services;
- Supervision and assessment of training;
- Supervision of the implementation of the Code Déontologique (code of ethics) in the PNC²².

With reference to personnel, article 56 of this law recognises that staff at all levels and command functions should at all times and in all circumstances bear in mind the criteria and objectives linked to both physical aptitude, sufficient instruction, demonstrated moral character as well as an equitable representation of both provinces and gender within the ranks of the PNC. Recruitment in the PNC takes place competitively according to the needs expressed by the annual budget, taking into consideration the equilibrium between provinces, gender, and balance determined by services and units.²³ The provision considering gender in the recruitment process is also affirmed by law n° 13/013 of June 1, 2013, which lays down the Statute on Staff Careers in the PNC in article 16. It should, however, be noted that the two laws mentioned above do not provide specific measures to ensure that positions of responsibility within the PNC are accessible to women.

The above provision reaffirms the obligations of the police with respect to human rights and fundamental liberties. Additionally, the police must neither instigate, encourage, nor tolerate any act of torture,

¹⁶ Art. 11.

¹⁷ Art. 12.

¹⁸ Art. 13.

¹⁹ Art. 15.

²⁰ Art. 16.

²¹ Art. 35.

²² Art. 49.

²³ Art. 59.

mistreatment or inhuman or degrading acts. In these situations they are instead required to pay particular attention to the rights of the vulnerable, notably women and children.²⁴ Arising from this obligation to respect human rights and basic liberties, the police officer is required, in all circumstances, to carry out his or her duties with complete impartiality and without discrimination with respect to all people.²⁵ The officer may be released from service if found guilty of abusing the authority bestowed upon him or her or of having committed acts of rape, torture, barbarism or of having undermined respect for human beings.²⁶

Decree n° 13/017 of June 6, 2013 determines the organisation and functioning of the Commissariat Général of the PNC. The Commissariat General is mandated to protect people and property as part of its duty to assure public security. It does so via coordination of the national administrative police, which is expected to 'propose and assure the monitoring of measures countering sexual violence and child protection.'²⁷ This is also a requirement of the PNC's Department of Child Protection and of SGBV prevention, including a bureau to oversee child protection and sexual violence.²⁸ National coordination of the judiciary police includes the fight against crime with the mission to take the necessary actions to repress general criminality as well as organised crime. This mandate consists of multiple departments, among which include bureaux to deal with personal and property offence, bureaux tasked with issues related to children and family, a bureau tasked with combatting sexual violence and a liaison bureau between the army and other security sectors.²⁹ The statistics service, whose mission is to classify, collect and analyse criminal data is mandated to interpret the results of this data to materially contribute to the fight against criminality in general and against SGBV specifically. This last goal specifically includes a centralised Police platform for statistical data to support study, planning and analysis of SGBV trends.³⁰

Decree n°13/017 of September 16, 2013 forms the basis for the Code de Déontologie for police in the PNC by reaffirming the obligations of police to ensure respect for human rights, as well as to act with competence, professionalism and integrity.³¹ **It is the officer's duty to afford absolute respect to humans and is prohibited from discrimination based on origin, race, social status, ethnicity, sex, political opinion, religious or philosophical convictions or all other discrimination linked to a person.**³² This must be carried out with the full assistance and protection of vulnerable persons, notably pregnant women, children, the elderly and those living with a handicap.³³ Officers must avoid all forms of abuse of authority in their interaction with the population, in particular pertaining to threats, intimidation, harassment, and physical and moral violence. Concerning relations with junior officers, commanding officers should display courtesy, responsibility and should abstain from denigrating acts.³⁴

The five-year plan of action (PAQ) for police reform from 2012 to 2016 includes a number of strategic objectives. Among these is provision 5.2, concerning the structures charged with combatting gender-based violence and child protection, while provision 8.2 covers provincial commissariats and buildings for specialised units built and equipped with gender-equal concerns in mind. The various texts mentioned above represent not only the considerable progress made for women but also progress for female police.

This is notable given that previous laws, including law N° 81/003 of July 1981 establishing the Statute on Staff Careers in public service to the State, actually enshrined *discriminatory* treatment against female police officers. Specifically, provision 8.8 requires women to obtain written permission from their husband prior to

²⁴ Art. 48, 49.

²⁵ Art. 50, 51.

²⁶ Art. 185.

²⁷ Art.14.

²⁸ Ibid.

²⁹ Art.23.

³⁰ Art.29.

³¹ Art.6.

³² Art. 9.

³³ Art.10.

³⁴ Art. 34.

joining the police. This law also discriminated against women in the areas of compensation and social benefits. For example, a female officer did not benefit from family allocations unless her husband did not participate in any income-generating activities.³⁵ Nevertheless, a female officer who benefitted from maternity leave could not, in the same year, assert her right to sick leave.³⁶ This law is no longer in effect following law n°13/013 of June 1, 2013 which establishes the Statute of Staff Career in the PNC which affords to women both the right to maternity leave, as well as to a break of one hour per day for the period requested.³⁷ Allocations are awarded based equally to both female and male officers.³⁸

But overall, and despite the judicial advancements mentioned above, there has been regrettably little progress regarding the integration of gender-equal approaches within the PNC. With this in mind, SSAPR considers gender as a priority area of work. It aims to better take into account the security needs of women and girls based on its strategy and gender action plan, which identify gender mainstreaming as a way to contribute to a more representative, non-discriminatory and professional police, capable of responding to the needs of the population. The programme works at the national level in three pilot provinces to support the government, the PNC, and civil society to develop practical approaches to preventing, reporting, and investigating SGBV, along with supporting its survivors. Some judicial police officers (OPJ) have been trained to process SGBV cases. Since early 2013, the programme has supported the capacity of civil society to monitor how the PNC processes different cases, to augment existing research on this theme and to sensitise communities on the appropriate procedures to follow for SGBV cases and how to prevent them.

The programme also supports PSPEF officers with the specific aim to protect women and children. Concerning research, the programme considers the points of view of women and girls and aims to contribute to evidence-based approaches in order to better identify the needs of women in the area of security and as well as how to better respond to these needs.

Study Rationale

Gender considerations are particularly relevant to the security sector, which often relies on men to carry out its tasks and an overtly masculine culture to sustain its work. From a theoretical standpoint, scholars assert that organisations are inherently gendered, with gender ‘present in processes, practices, images and ideologies, and distributions of power.’³⁹ These processes complicate both gender mainstreaming and sensitivity efforts and may also pose problems for ‘softer’ forms of security work, like community policing, which promotes local engagement and trust building. This suggests that integrating women into police forces may be particularly important, but may also be particularly complex.

Though female police officers have been the subject of relatively little research in non-Western contexts, research that does exist demonstrates the particular professional difficulties facing this group. Many of these difficulties, it is argued, stem largely from traditionalist views of women as victims of insecurity rather than as security providers.⁴⁰ Similarly, previous studies comparing gender mainstreaming across security sector reform (SSR) initiatives in Sierra Leone and Liberia highlight the difficulty inherent in challenging gender roles within security institutions, even in the context of a broadly successful gender mainstreaming initiative.

This study understands the concept of ‘gender’ as formed between the ways that men and women relate to each other, noting that any shift in the role of women will, inherently, affect that of men. Other studies have

³⁵ Art. 41.

³⁶ Art. 25.

³⁷ Art. 118.

³⁸ Art. 140.

³⁹ This is termed the ‘gendered organisations perspective.’ See Ulicki, T. (2012). ‘New directions or half measures? Organisational response to gender inequity in the South African Police Service.’ *Policing & Society*, 22(4) 496-519

⁴⁰ Bendix, D. (2007). ‘A Review of Gender in Security Sector Reform.’ *Engendering Security: A Workshop Report*. Free University, Berlin.

also highlighted the successful gender mainstreaming efforts of the South African police, though noted that these efforts remain focused on female participation rather than on shifting gendered experience. However, overall there are few available studies exploring the impact of gender mainstreaming on SSR initiatives, and particularly on policing.⁴¹

Concerning DRC, a number of examinations have focused on the gender dimensions of SSR.⁴² However this work focuses on women as security ‘beneficiaries,’ most notably as victims of sexual and gender-based violence (SGBV) perpetrated by the FARDC as well as armed groups. Though the DRC’s *Loi Organique* legally enshrines equal representation of women in national institutions, the extent to which this change has been implemented has not been significantly investigated.⁴³

SSAPR’s recent research study led by the M&E component into the interface between security and justice sectors in SSAPR pilot sites identified broader issues in the PNC like accountability and impunity, which may carry particular implications for female police and gender relations, both internally and externally.⁴⁴ However, the perspectives of female police were not well captured in this previous study, as the small number of female police included in the study populations made it difficult to draw conclusions about this population.

The SSAPR programme’s gender vision clearly identifies a path to better meeting the security needs of women and girls through comprehensive effective activities based on high quality evidence. Filling the evidence gap on female police and the role of women in security provision is one important step in accomplishing this. The current study aims to contribute to this evidence base.

Study Objectives

The goal of this research is to provide knowledge necessary for SSAPR components and others to better meet the needs of female police officers and understand gender mainstreaming efforts in the PNC. This research aims to elucidate the gender specific experiences of members of the PNC to provide specific information to improve the SSAPR programme, as well as to contribute to the global knowledge base on the gendered aspects of security provision.

This research aimed to answer the following questions:

1. What is the situation of women in the PNC?
 - a. What obstacles are there to their progression and advancement? How does this differ from men’s experiences?
 - b. How do they experience their role as security providers on a day to day basis, including harassment and gender disparities?
 - c. What unmet needs do female police have that DFID/SSAPR could contribute to?
2. How do women and men perceive broader gender mainstreaming efforts in the PNC, especially concerning sensitisation and female integration?
3. To what extent does gender impact how members of security forces view communities, victims and crime in general?
4. To what extent do women in the PNC feel that the current legal framework of the police and security sector take into account differing needs of women and men?

⁴¹ Ibid.

⁴² Boshoff, H., Hendrickson, D., More, S., and Vircoulon, T. (2010). *Supporting SSR in the DRC: between a Rock and a Hard Place: An Analysis of the Donor Approach to Supporting Security Sector Reform in the Democratic Republic of Congo*. Clingendael.; Human Rights Watch (2009). *Soldiers Who Rape, Commanders Who Condone: Sexual Violence and Military Reform in the Democratic Republic of Congo*, New York.

⁴³ Loi Organique, article 14, line 4

⁴⁴ Interface between the Security and Justice Sectors in SSAPR Pilot Provinces (November 2013)

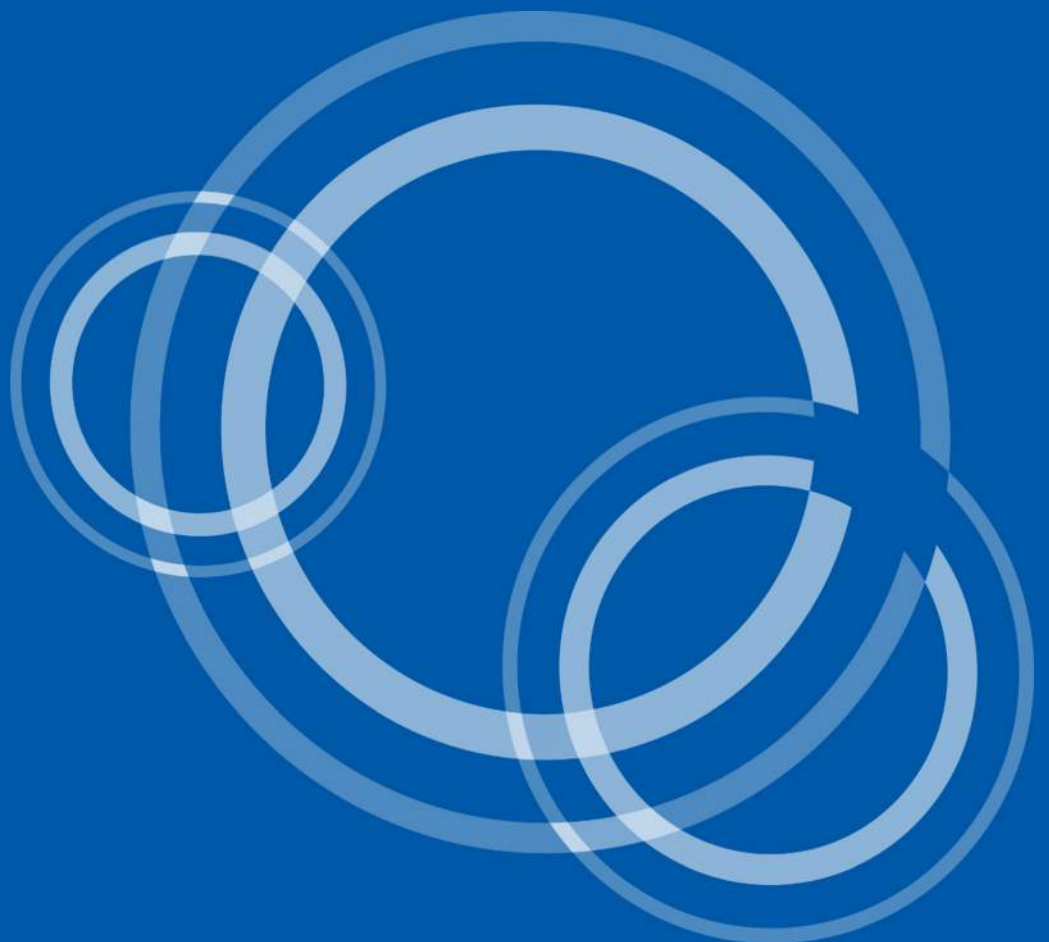
5. What are the myths and realities that preclude women/girls from engaging in the security and police sector, from the perspective of women in the PNC?

This study does not attempt to evaluate the impact of any initiative conducted by SSAPR components. Though some findings provide indicative evidence of potential achievements and challenges of the programme, only questions with specific reference to SSAPR activities can be used as concrete evidence of programme achievements. Rather, this study aims to shed light on an area of increasing focus for the programme as well as other actors in security sector reform in DRC and beyond. In so doing, it is intended to identify opportunities for improvement in programming in the areas of recruitment, training, sensitisation and institutional policy.

The State of Gender in the Congolese
National Police

Research Methods

2



This study employed a mixed method approach utilising both quantitative and qualitative data collection and analysis to ensure depth and breadth of understanding. We collected quantitative data from a representative sample of police officers, including both genders as well as individuals both trained and not trained in the *Police de Proximité* (PdP) approach. To reach these groups we used a survey instrument, together with qualitative career history interviews. This work was supplemented with key informant interviews with key security and justice sector actors. Overall, 513 respondents were sampled as part of this study.

Study Setting

The research team undertook data collection in four urban research sites. Three sites are the SSAPR programme pilot cities, plus the fourth research site of Kinshasa. *Table 1* below lists each commune sampled according to site:

Table 2: Study locations by city and commune

Kinshasa	Bukavu	Kananga	Matadi
Selembao Nord	Ibanda	Nganza	Nzanza*
Marche Central (Gombe)	Kadatu	Katoka	Mvuzi
Matete	Bagira	Lukonga	Matadi
		Ndesha	
		Kananga	

Though all are classified as ‘urban’ areas, the study sites vary significantly in terms of geography and population density.

Ethical Considerations

All attempts were made to ensure that the methods of this study met the highest ethical standards.⁴⁵ To do so, verbal, signed consent was sought from participants for data collection, processing and sharing. During the consent process, all participants were informed of their rights regarding their participation in this study and had the right to refuse participation or stop participating at any time without penalty. Lastly, all personal identifiers were removed from raw data to allow for blind data entry analysis and to ensure privacy protection.

Study Management

This study was implemented in partnership with the National Institute of Statistics (INS) and staff from the SSAPR programme M&E component. The SSAPR team comprised a principal investigator, a project director and two field coordinators. This team was responsible for survey design, the development of all data collection tools, data analysis and final report production. The INS team comprised four supervisors, 32 data collectors (8 per province), one data entry officer and three data entry experts. . The responsibilities of the INS principally included field data collection and data processing in Kinshasa.

Literature review

We began by completing a literature review that employed systematic principles. This exercise identified the existing research on gender mainstreaming in police reform in a non-western context, as well as the prevailing gaps in knowledge.

The literature review was carried out in three stages. First, a comprehensive search string of key words was created and applied across a range of academic and grey literature search engines. The literature pool was set

⁴⁵ As defined in the DFID *Ethics Principles for Research and Evaluation* (published 1 July 2011) available at <https://www.gov.uk/government/publications/dfid-ethics-principles-for-research-and-evaluation>.

aside based on the relevance of each source to the overarching research questions of this study. A particular emphasis was placed on studies that captured the experiences or perceptions of the police that were part of police reform processes. In the second phase, additional relevant sources cited in the core literature were also identified and added to account for relevant sources not identified in search engines. Lastly, the research team used their own subject area knowledge to identify any remaining relevant sources not identified in the first and second stages. This core literature was then analysed based on its relevance to gender based police reform in conflict-affected contexts, with a specific focus on the perspectives of women as security providers.

Findings from this literature informed the development of data collection tools and approaches used in later stages of the study. These findings were also critical in informing the analysis of study findings throughout. Though initially the research team intended to conduct secondary gender analysis of the PNC, a study of the career trajectories of men and women, and analysis of the gender composition of training and police preparatory schools, the poor quality or lack of this documentation all together made this exercise impossible: basic information held in Kinshasa on the size and gender composition of the police force was often out of date and records of promotion and career trajectories of individual officers were not available. As DRC lacks formal police academies, information on gender composition of individuals trained in police work was also not available. The gender composition of PdP trainees in research locations was available, but the gender composition of other sensitisation training was not.

Primary Data Collection

Primary data collection was conducted for a period of four weeks in December 2013 and included both qualitative and quantitative phases. The study and tools were fully developed and carried out in French. Nevertheless, participants were free to express themselves in any language. Data collectors were recruited from the study areas to better ensure that they understood all the languages in each area. The research team ensured equal representation of male and female data collectors in all sites.

Quantitative Phase

Based on the research questions, existing studies and programme data, the research team developed the survey instrument: structured questionnaire administered in an interview. With support from the SSAPR principal investigator and project director, the field coordinator led a four-day training session in Kinshasa for the INS team on the study design, methods and data collection tools. The INS team subsequently trained the eight data collectors per province in association with the SSAPR programme team. Prior to beginning data collection, all tools were field tested to ensure their suitability to each site and target population.

Respondents were randomly selected from a list of police officers disaggregated by gender and PdP/non-PdP for each location according to the following inclusion criteria for men and women:

- Over age 18
- Minimum 3 years of service in the PNC in their target site

Where the initial target respondent was unavailable, an additional respondent was randomly selected in the same manner. The ability to do so depended both on the availability of respondents as well as the time and resources available to the field team. Kinshasa is not yet a site for PdP training and as such no PdP officers were selected from Kinshasa. Table 1 below shows the respondent breakdown by gender.

Table 3: respondent breakdown by gender

	PDP	NON-PDP	TOTAL
MALE	128	167	295
FEMALE	92	126	218
TOTAL	220	293	513

Table 4: respondent breakdown by gender and province

		Kinshasa	Bukavu	Matadi	Kananga	Total
Men						
	PdP	n/a	41	40	47	128
	Non-PdP	40	45	40	42	167
Women						
	PdP	n/a	12	36	44	92
	Non-PdP	31	28	27	40	126
Total		71	126	143	173	513

Though a smaller proportion of non-PdP men were sampled than would have been necessary to fully represent this population, all female officers (PdP and non-PdP) available to participate in this study were included in our sample. Similarly, a high proportion of all male-PdP agents were sampled. As such, the conclusions can be understood to be strongly representative of female officers and male PdP agents, and indicative of male non-PdP agents.

Table 5: respondent breakdown by sex and rank

	General	Superior Officer	Junior Officer	Under-Officer (1 st Class)	Under Officer (2 nd Class)	Police Officer	Total
Male	0.3%	1.4%	9.8%	15.3%	21.0%	52.2%	100%
Female	0.0%	1.9%	10.6%	15.7%	19.0%	52.8%	100%

Qualitative Phase

The qualitative data collection phase included two parts. For the *career history exercise*, female respondents from the quantitative phase were asked if they were willing to participate in a more in-depth discussion of their experiences. Women who were willing to participate in career histories were randomly sampled for participation. Overall, field coordinators completed career histories with 32 women. This followed a semi-structured questionnaire which allowed respondent to provide in-depth accounts of their careers in the PNC, the factors leading them to join and their experiences thus far.

The qualitative phase also included *key informant interviews (KIIs)* with a total 17 officials in each site.

Table 6: Key Informants by Province

	Commissaire Générale / Provincial	Deputy Commissioner	Human Resource Director	Gender Focal Point	Gender Focal Point for the PSPEF	CSRP Attaché	Inspecteur Général / Provincial	District Commander	Public Relations	Total
Bukavu		X		X					X	3
Kananga	X	X		X	X			X		5
Matadi		X	X	X			X			4
Kinshasa	X		X	X		X	X			5

These individuals were selected based on their involvement with gender mainstreaming and police reform, women's issues or community leadership. This group of informants was assembled based on the suggestion of SSAPR programme staff in Kinshasa and target sites, DFID/DRC and other governmental entities involved in security sector reform, as well as national and local partners in the public and NGO sectors. These interviews provided a supplemental perspective on the PNC from the point of view of those outside it as well as those in policy positions.

Data Entry and Analysis

All survey data was double-entered into a purpose-built template using CS Pro by INS data analysts. Upon completion data were exported into SPSS. Quantitative data analysis was conducted by the principal investigator using SPSS analysis software. All values were analysed disaggregated by gender, location and grade of respondent.

Qualitative data was taken at the time of interview by note takers. Notes were typed into MS Word immediately after each interview in order to ensure fidelity to the interview. Analysis of qualitative data was conducted by the principal investigator following data organisation by the field coordinator. This included a two-stage coding process designed to identify main themes across data sets.

Where possible, data cited in this report will be attributed directly to source respondent/s. Though anonymised, these footnote citations will indicate which respondent number provided this data along with the location where this respondent was interviewed. These identifiers were assigned randomly to ensure no informants could be identified following publication. All original data and documentation is stored in secure electronic storage, with respondent's personal information replaced with unique identifiers, whose codes are stored separately.

All findings and conclusions were validated in a series of internal workshop in March 2014, including representatives of the research team, INS research supervisors, DFID/DRC, and the PNC.

Study Design Considerations and Limitations

Though the study was implemented in a rigorous and consistent manner, its conclusions and generalisability should be considered in view of a few unique methodological considerations and limiting factors.

First, lists of police officers were often out of date. This meant that many police officers selected were no longer in the force. Similarly, many other police officers selected from lists were not available on the day of the study. Where possible, up-to-date lists were constructed by the research team in conjunction with the commissariat, from where new respondents were chosen randomly. This adds a level of selection bias into the included sample. Second, sampling only members of the PNC who were at work or easily contactable may introduce an additional level of selection bias into the sample. Though research teams did make unplanned visits to commissariats without advance warning to staff, focusing on this sample population may case the data to over represent the experience of higher achieving or more committed officers (i.e. those who regularly attend work).

Third, the sensitive nature of questions in this study also introduces a likely response bias for many individuals. This is most simply represented by the stigma, shame, hesitation or fear of reprisal for recounting incidents of harassment, abuse or mistreatment, particularly in a professional environment. These same dynamics may also be at play when discussing topics such as salary, promotion, and other issues which could improve one's image, particularly to outsiders. As in-depth qualitative investigation such as career histories allows the researcher to build a rapport with the respondent, this bias may be less prevalent in qualitative material than in surveys which were conducted over a shorter period of interaction. These concerns may underrepresent severe abuse or mistreatment in the data set, and also have the potential to create disjunction and sometimes contradictory answers between quantitative and qualitative data sets. In addition, all qualitative interviews were conducted by male researchers which may further add a response bias in women's responses, as some subjects are sensitive or difficult to discuss across genders.

Fourth, due to resource limitations, career history interviews were only conducted with female police. Though these interviews provided essential detail regarding the target study population, having similar data regarding the male study population would have provided a useful complement and further highlighted key gender dynamics. Nevertheless, all attempts were made to contextualise women's career histories with quantitative data from both men and women. Fifth, due to resource constraints, the conclusions drawn about male police officers are likely less representative of this population than those drawn from female officers. This is due to the fact that in all sites, there are many more male officers than female officers, thus requiring a larger sample size of men in order to be representative. Nevertheless, the study population obtained provides essential indicative information on the men's careers and perspectives on gender mainstreaming, which should be used to contextualise female responses.

Sixth, in many areas, the PNC has relatively few female officers, especially females trained in PdP. As such, the research team often surveyed all female officers available. Though this figure is often relatively small in each location (as small as 12), it is nevertheless descriptive of all views of that group in that area. Though this limits the external validity of these findings, including all members of a given group increases the internal validity of these findings as they pertain to the group itself.

Seventh, career history and key informant interviews were recorded through notes rather than voice recorder. Though note takers attempted to capture responses as faithfully as possible, it should be noted that all quotations represented in this document are presented as they were noted and may differ slightly from original statements. All notes were recorded in French, so for the purposes of this text all quotations have also been translated into English by the study team.

Last, this study only focused on men and women already part of the police. Though these populations gave useful information about obstacles to enrolment and attrition within the force, they may skew responses to these kinds of questions by virtue of already being members of the force. Respondents not currently in the police would provide better information about these issues, but were beyond the scope of this study.

The State of Gender in the Congolese
National Police

Results:

The Situation of Women in the PNC

3



Comparison of quantitative findings reflect a perhaps surprising parity between men and women's situation in the PNC. This is reflected in some key traits of the study population, as shown in table 4.

Table 7: Key Traits of Study Population

	Men	Women
Average age	30.1	30.1
Average income (US\$)	82.2	72.6
Average number of promotions	2.5	2.4
Average years in the PNC	11.1	10.5
% with minimum secondary-level education	92.5	90.3
% above under-officer 2nd class level	26.8	29.2

Despite these similarities between men and women, this study also highlights that there is a difference between quantitative parity and how women actually experience this parity. This discussion will begin by assessing the cultural and practical obstacles to women joining the PNC, followed by the motivation background, and roles for those who have joined. It will then consider women's progress and advancement in the PNC, followed by harassment.

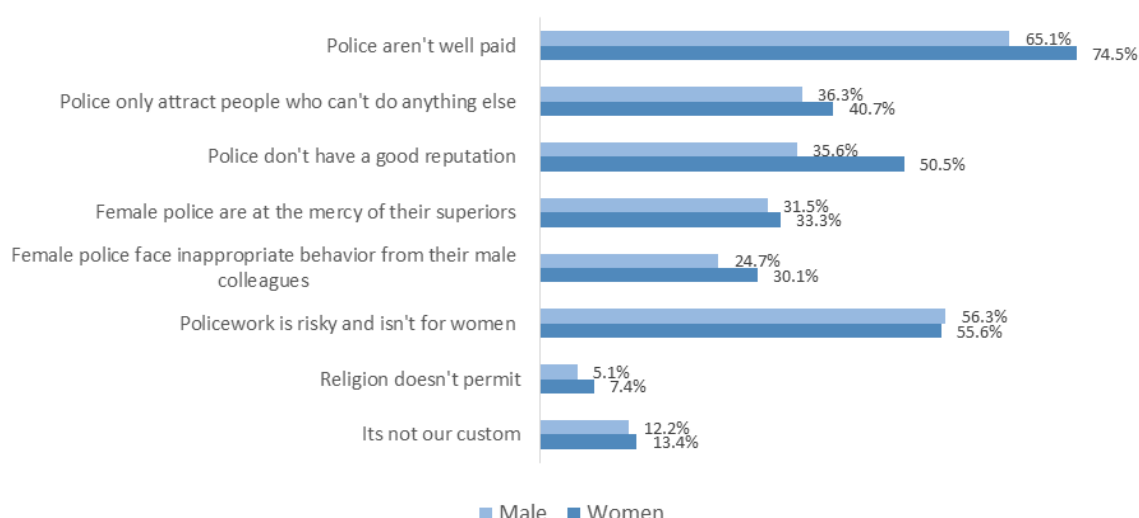
Joining the PNC

Q: What are the myths and realities that preclude women and girls from engaging in the security and police sector?

Obstacles

When asked to explain the social factors keeping women from joining the PNC, men and women had largely similar responses. The highest proportions of both agreed with poor salaries being an obstacle, followed by the fact that police work is 'risky' for women. Men and women also agreed in similar numbers (31.5% and 33.8%, respectively) that women are at the mercy of their superiors. Responses between genders differed most significantly with respect to reputation of the police: 50.5% of female officers believed that the poor reputation of the police was a factor keeping women from joining the police, as compared with only 35.6% of men. *Figure 2* below shows how men and women understand the full range of obstacles keeping women from joining the PNC.

Figure 2: Reasons keeping women from joining the PNC



In key informant interviews, policy makers were somewhat split as to the social factors and beliefs that keep women from joining the PNC. While a high proportion argued that poor compensation is the most significant factor keeping women from joining the PNC, others highlighted more severe issues of vulnerability and sexual abuse facing women in the PNC. One officer in Kinshasa recounted a conversation about this issue,

“One day I posed a question to a girl who had finished her university studies: ‘Miss, why don’t you want to join the PNC?’ She answered, ‘Even if I pass the admission text, the men there [the heads of recruitment] will ask me to sleep with them! Given that, I’m happy to stay unemployed with the hope of finding work elsewhere.’”⁴⁶

These reasons were largely echoed by women during interviews, whose families nearly universally tried to discourage them from joining the PNC. One noted that,

“They [my parents] didn’t look kindly on a girl, especially theirs, in a career that is poorly paid and exposes her to all kinds of debauchery, extortion, threats and killing. All of this with the risk of living a single life or of being a second wife as I would be less reliable for marriage.”⁴⁷

This highlights that joining the PNC represents a non-traditional life choice for women, which carries significant personal implications. Indeed, only 46.3% of female respondents were married as compared with an average of 57.6% of women nationally.⁴⁸ Though most female respondents did not lament this personally, many mentioned that their families had specific concerns about their prospects for marriage once they were part of the PNC.

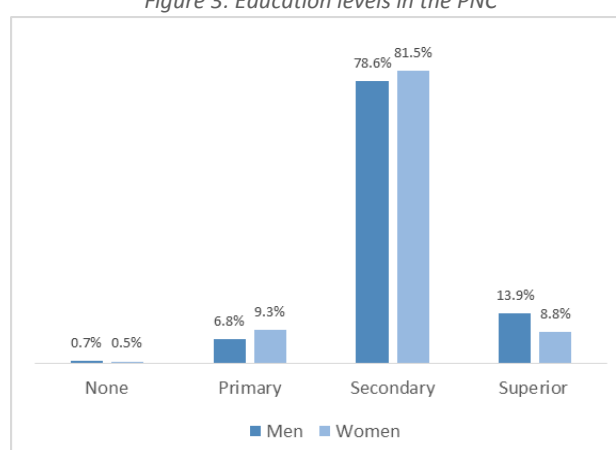
Many women noted that their families objected so strongly to them joining the PNC that their parents approached the PNC authorities and requested them to reject their daughters’ applications. Another woman was more direct, noting that her family objected on the grounds that, *“the police is an environment where there is no discipline.”*⁴⁹

Background and Entry

Overall, male and female survey respondents reported similar levels of education prior to joining the PNC. A slightly higher proportion of female respondents completed secondary level education (81.5%) as compared with male respondents (78.6%).

Despite the similarities between genders, a number of key informants repeatedly noted the difficulty in recruiting women with comparable levels of education and skills to men. This issue, they noted, is emblematic of disparities in access to education between the genders in DRC. When considering national level surveys covering similar age groups as the current study population, men and women enrolled in secondary school at rates of 38.2% for men and 30.1% for women. However, men and women differ significantly in terms of completing secondary education: while 20.9% of men in this age group completed secondary education,

Figure 3: Education levels in the PNC



⁴⁶ Key informant interview, Kinshasa

⁴⁷ Respondent 4, Kinshasa

⁴⁸ 2007 DRC DHS, available at <http://www.measuredhs.com/pubs/pdf/FR208/FR208.pdf>

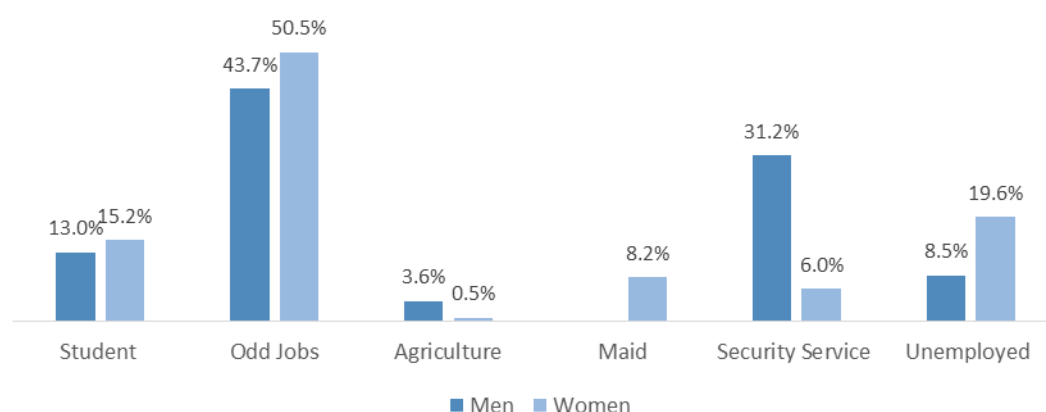
⁴⁹ Respondent 8, Kinshasa

only 8.4% of women had accomplished this.⁵⁰ Local policy makers attributed this capacity gap between genders to the pressures women face to marry early, bear children, and support their families financially. As such, while a much higher proportion of women in the PNC have achieved at least a secondary level education than the wider population, country-wide survey data (DHS) suggests that the PNC will continue to need to make special efforts to attract the low proportion of women nationally with the requisite educational backgrounds. Further research is necessary to explore the intervening factors keeping women, including but not limited to those in the PNC, from finishing secondary school.

In terms of training, 40.7% of men attended a police training school, as compared with 35.6% of female respondents. Both men and women (67.4% and 57.6%, respectively) most commonly cited ‘not having had the opportunity’ as the primary reason for not having received this training. The second most commonly cited reason for not receiving such training cited by male and female respondents was being too early in their career to receive these trainings.

Both the men and women that do join the PNC come from a variety of backgrounds. Large proportions of both sexes (43.7% of men and 50.5% of women) were involved in odd jobs and small business prior to joining. The next most common previous profession for men was security services (31.2%), whereas the next highest proportion of women (19.6%) was those unemployed prior to joining the PNC. *Figure 3* below shows the full range of backgrounds

Figure 4: Previous Employment



This finding was echoed in interviews across research sites, where women describe joining the PNC as largely an act of economic survival. Many note that though they’ve considered quitting, they would not as there would be no other way for them to support themselves. Though financial situations of women in many professions are precarious across DRC,⁵¹ women’s dependence on their position in the PNC suggests that they may be more likely to tolerate abuse and harassment by their superiors, for fear of losing their positions or missing promotions. One female officer in Bukavu referenced this issue,

“I often think of quitting. The life I lead in the police is so difficult that it’s beginning to trouble me. If it were up to me, I would have already quit.”

As part of these difficulties, this woman referenced being subjected to verbal and sexual harassment by her superiors. Though this issue is addressed more thoroughly in the section on Career Experiences, the data

⁵⁰ 2007 DRC DHS, available at <http://www.measuredhs.com/pubs/pdf/FR208/FR208.pdf>

⁵¹ Ibid.

presented here highlights the economic and practical considerations that shape how women navigate their careers in the PNC, including their willingness to tolerate harassment and abuse.

Additionally, the high proportion of male respondents who were former members of other security services is also notable. Men were approximately six times more likely to have come from a security service than women, including the regular army (13.8% men and 1.1% women), the gendarmerie (13.8% men and 3.8% women) and rebel groups (3.6% of men, 1.1% of women). This finding is likely indicative of both the gender make up of security groups in the DRC as well as of the limited employment options available to men. However, one key informant described the institutional effects of drawing so heavily on other security services,

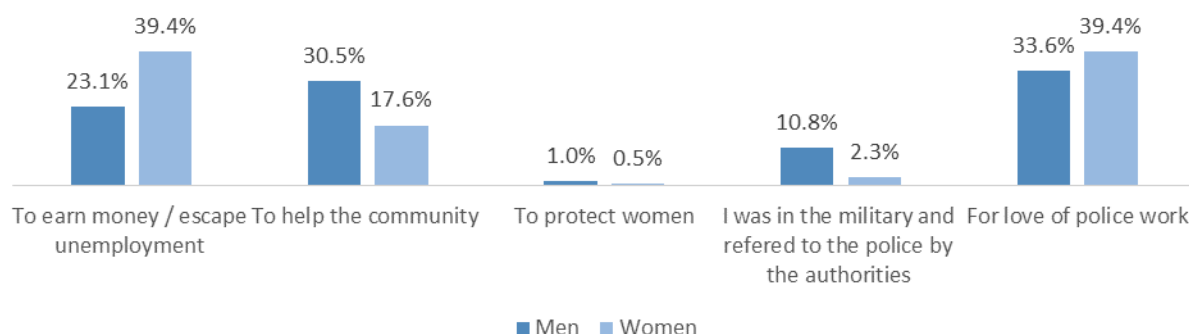
“Historically, the PNC began with the revolution of the AFDL and the reintegration of all the ex-combatants from both the army and the rebels. This is what gave us the perception that the PNC is a man’s world.”

Though this informant refers to these practices as occurring in the past, this study suggests that there continues to be a strong link in personnel between the PNC and other security services. These personnel may bring with them the repressive atmosphere of other security services, including repression and violence targeted at women, which have been shown to be widespread in both formal military and rebel structures.⁵²

Motivation

These differences are reflected in the differing motivations cited by men and women for joining the PNC. Though respondents of both genders most commonly noted joining the PNC for ‘love of police work,’ trends in the secondary answers varied significantly. *Figure 5* below shows the distribution of these differing motivations.

Figure 5: Reasons for Joining the PNC



A higher proportion of men (30.5%) noted they joined the PNC to ‘help the community,’ than women. This may relate to the masculine image of police as protectors and security providers. Additionally, 78.2% of men who had been in the formal army noted they had specifically been referred to join the PNC. Additionally, women most commonly cited joining the PNC for financial reasons (39.4 of women as compared to 23.1% of men), which confirms women’s decision to join the PNC as one based significantly on economic considerations.

Notably, one percent or less of both male and female respondents cited ‘protecting women’ as a particular reason for joining the PNC. Though this an expected result among men, it questions some assumptions that women’s interest in police work has is motivated in large part by an interest in protecting or serving the interests of women in the community.

⁵² See for example, Baaz, M.E. and Stern, M. (2009). Why do Soldiers Rape? Masculinity, Violence and Sexuality in the Armed Forces in the Congo (DRC). *International Studies Quarterly*, 53(2): 495-518.

The State of Gender in the Congolese
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Results:

Career Experiences of Women in the PNC

4

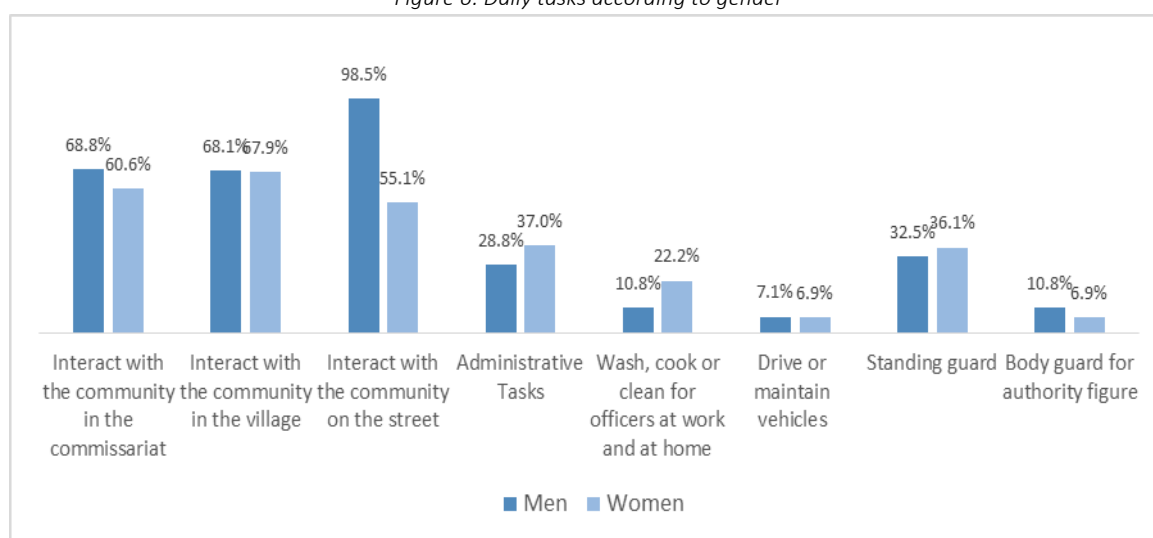


Roles

How do women experience their roles as security providers?

Though national and provincial-level policy makers interviewed for this study insist that women and men play the exact same roles in the PNC, others highlight some key differences between the roles of the genders. These differences are attributed largely either to women's availability due to family obligations as well as their lack of physical strength and repressive capability, as well as outdated 'mentalities, beliefs and thoughts.'⁵³ Policy makers noted that these same superiors often indicate women's level of training is too low for them to be selected for more complex or advanced tasks. Figure 6 below shows these results.

Figure 6: Daily tasks according to gender



From the above results, female respondents are 2.3 times more likely to wash, cook, or clean as part of their PNC tasks than their male counterparts. Additionally, though men and women were more or less equally likely to interact with community members in the commissariat as well as in villages, male respondents were 1.7 times more likely to interact with the community on the street than female respondents.

Both key informants as well as women themselves noted that, to some extent, differences in roles between men and women are also influenced by women themselves. For instance, key informants note that women tend to be less 'available' than men due to their family obligations, leading to them to refuse or miss shifts. Additionally, female respondents also noted that at times they have refused to conduct patrols or work at night as they felt these were especially dangerous positions.

One female officer described the implication of the discriminatory and practical factors that determine women's specific duties and roles in the PNC,

"In the PCR⁵⁴ Matamba, I found the population very respectful. Once I joined the PdP I noted that the population thought of us as prostitutes. They insult us saying that 'our children will be the product of our prostitution.' This is because our superiors don't send us on profitable missions and we end up needing to ask for food or money from the civil population and do all sorts of sinful things."⁵⁵

⁵³ Respondent 5, Bukavu

⁵⁴ The Police de Circulation Routiere or PCR deals with issues related to traffic

⁵⁵ Respondents 1 and 2, Kananga

As such, not only do women's unequal roles have financial implications for women, they also negatively affect how the community perceives women in the police force. Sentiments like those articulated above are significant obstacles not only for women effectively carrying out their police work, but also in recruiting future female police officers. This suggests that giving women inferior roles to men in the PNC serves to perpetuate destructive images of women more broadly by confirming prevailing assumptions of their relative worth to men.

Despite many women reporting such negative experiences relating to the community as police, many respondents also reported positive experiences working with the community. This includes being treated with respect and trust, as people felt more comfortable bringing their problems to someone 'motherly.'⁵⁶ Another respondent argued that women were more trusted by the community as, unlike men, women do not mistreat community members in the night. Obtaining this level of respect from the community represents a significant accomplishment for some women, which, as one respondent in Matadi described, can positively impact other areas of their lives,

"The community respects us a lot as police officers. I would also say that my work has given me value in my own family. Now in many cases, I am consulted before a decision is made."⁵⁷

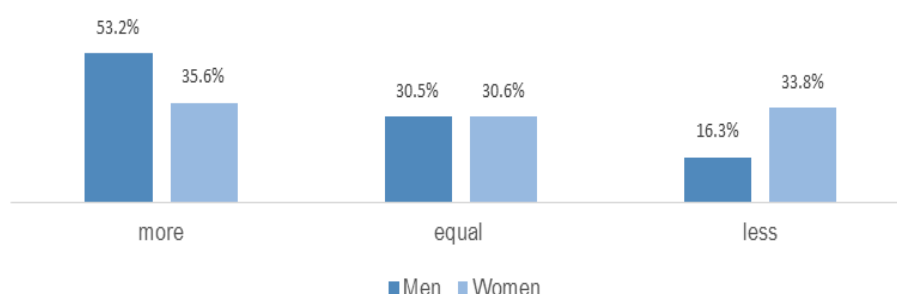
According to a number of respondents, the amount of respect received from the community depends in large part on how individual officers conduct themselves publicly. However, some respondents also noted that the community did not have faith in women's ability to use force to enforce the law or make arrests.⁵⁸ As such, the 'hard' vs. 'soft' aspects of police work may be a source of dissonance in terms of community perceptions of female police.

Advancement

What obstacles are there to women's progression and advancement?

On the surface, the career trajectories of both male and female respondents appear very similar. Of those respondents sampled, men were promoted an average of 2.6 times, as compared with an average of 2.4 times for female respondents. This corresponds to average ages of 30 for men and women. According to survey findings, men and women had differing perceptions of women's opportunity for promotion in the PNC. While 53.2% of men believed women had more of a chance to be promoted than men, only 33.6% of women shared this belief.

Figure 7: Women's opportunity for promotion relative to men's, disaggregated by respondent:
Women have ____ opportunities in the PNC compared to men



⁵⁶ Respondent 5, Kinshasa

⁵⁷ Respondent 6, Matadi

⁵⁸ Respondent 6, Kananga

In interviews, there seemed to be significant confusion among female respondents as to the criteria on which promotions were made. Some argued that it was based on achievement, others on years of experience, and more still based on ‘decisions of superiors.’ However, female respondents in all areas consistently linked sexual harassment with their likelihood of being promoted. One female officer in Bukavu articulated this idea,

“Being promoted in the PNC is unpredictable – you never know what it’s based on. The men are favoured so it takes a lot to get a promotion. For women, we accept that we need to make ourselves the concubines of the officers’ to move up in ranks. But for me, I can’t defile myself like that, I wait for God’s will to make it happen.”⁵⁹

Though many women expressed significant motivation to work toward a promotion, 28% of those interviewed (n=9) expressed dismay that sexual relationships with superiors was still the most direct way to achieve this. Some women also mentioned more preference being accorded to unmarried female officers as men sought specifically to find ones who would ‘go out with them.’⁶⁰ Many like the respondents above felt that they had been passed over for promotion after having rejected the advances of their superiors, with others having their salaries cut or delayed multiple months as a result. One key informant echoed these experiences,

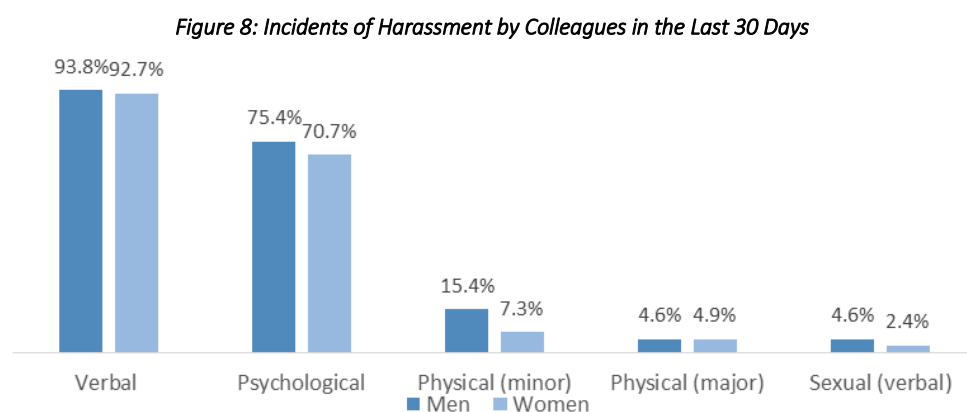
“When a female police officer says no to the advances of her superiors, she runs the risk of punishment, notably the blockage of being promoted or of getting a better job. I know a woman who has been in the PNC for 15 years without ever having been promoted.”

Indeed, while a few female respondents noted that they had been promoted after a number of years in the PNC, many others noted experiencing career stagnation after rejecting the sexual advances of their superior officers.

Harassment

How do women experience their role as security providers on a day to day basis, including harassment and gender disparities?

Harassment is a significant problem for both men and women. Nearly half of all respondents (49.6% of men and 48.7% of women) reported having been harassed by colleagues between one and three times in the last 30 days. On average, men reported 1.4 incidents of abuse by colleagues in the last 30 days, as compared with an average of 1.3 incidents reported by women. *Figure 8* below shows the distribution of types of harassment.



⁵⁹ Respondent 6, Bukavu

⁶⁰ Respondent 5, Kananga

Though men and women were willing to report similar levels and kinds of harassment by colleagues, self-reporting and response bias likely show lower levels of severe physical and sexual abuse than may be occurring. It is however notable that reporting trends appear to be similar across men and women.

Despite the tendency for underreporting, it is remarkable that a very high proportion of male and female officers noted experiencing verbal and psychological abuse. This may be a further manifestation of the rough environment that many women's families objected to them joining, as well as a holdover from the many former members of the military currently serving in the PNC.

It is worth noting here the ways in which discourse, representation and sexist practices within the PNC crystallise into differing forms of harassment, victimizing women and girls within this state institution. Examples of these include:

Sexist discourse and representation

- 'Maloba ya mokonzi nde mibeko' : 'The word of the chief is both law and regulation'
- 'Discipline ezali kotosa sikasik'oyo mpe kozongisa monoko te' : 'Discipline is prompt and unquestioning obedience to the chief'
- 'Basalaka na makanisi ya mokonzi nde ayebi nyonso' : 'you work with the chief in mind who knows all'
- 'Bomba mayele na yo, tia na poche' : 'Hide your intelligence, keep it in your pocket'
- 'Ntaba aliaka na molayi ya singa na ye' : 'The goat cannot graze longer than its tether'
- 'Nzoto ya policier eza ya leta' : 'The body of police officers belongs to the state'
- 'Ba PPF bazali bilei ya policier' : 'Female police officers are the food of male officers'
- 'Ba PPF bazali bandumba' : 'Female police officers are prostitutes'
- 'Ba PPF bazali biloko ya leta' : 'Female police officers are objects of the state'
- 'Mwasi kitoko nde mibali balulaka mpe balandaka' : 'A beautiful woman is courteous and followed by men'

Sexist practices

- 'Promotion canapé' : 'Promotion obtained through sexual relations'
- 'Bamba meza' : 'Sexual transaction either consensual or non-consensual'

Despite this sexist parlance common within the PNC, it should be noted that officer rank within the PNC also altered the likelihood of an individual experiencing harassment. As such, this phenomenon affects a wider swathe of the PNC and is not limited to the experiences of women and girls.

Figure 9: Reported Harassment by Colleagues

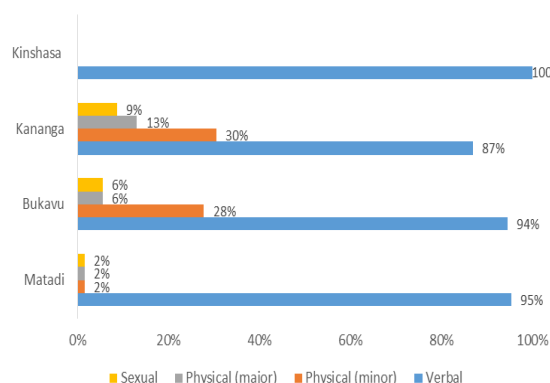
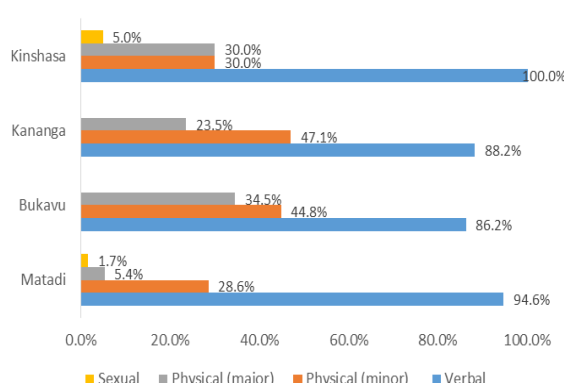


Figure 10: Reported Harassment by Community



The above figures demonstrate differences in types of abuse respondents reported experiencing from both colleagues and the community, disaggregated by location. Though in both cases high levels of verbal abuse are reported in all locations, these tend to be highest in Kinshasa. Across all locations, respondents systematically reported lower levels of harassment committed by their colleagues than by the community. Given that respondents perceived reporting incidents of harassment by colleagues as potentially detrimental to their career or relationships with colleagues, reporting harassment by the community is likely to pose fewer risks to members of the PNC, making them more inclined to detail these incidents in a survey.

Additionally, though Figure 8 shows that only 2.4% of female officers were willing to report experiences of sexual harassment or abuse by colleagues on a survey, interviews with a smaller number of women show a different trend. Of 32 female officers who gave career history interviews, 18.8% (n=6) described experiences of sexual abuse or harassment by male superiors. These accounts generally involved sexual advances from male colleagues, with a few also involving more severe sexual or physical abuse. One female police officer in Kananga describes her situation,

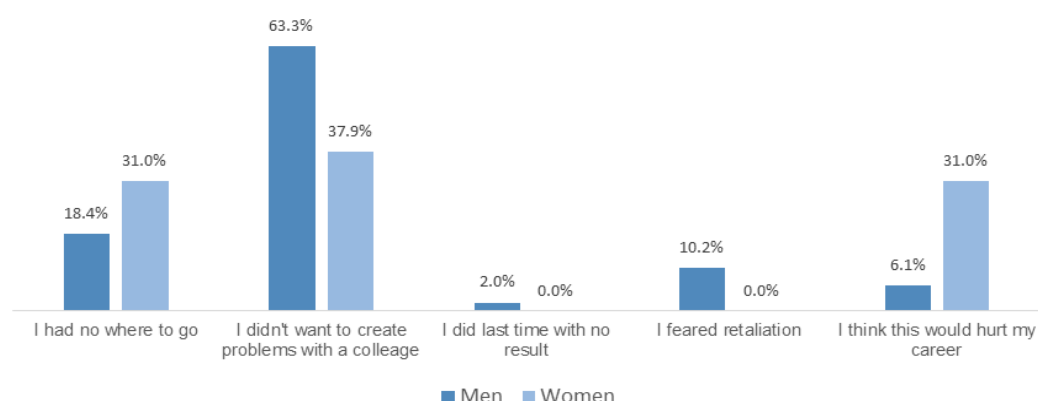
“One day my superior colonel whipped me severely because I refused to have sex with him. This happened in his house with his bodyguards present. I didn’t file a complaint because I was afraid of reprisals from other superiors.”⁶¹

It is important to note that in interviews, nearly all respondents related their failure to report incidences of sexual harassment to concerns for their career prospects and advancement. As such, future rises in case reporting could signal an improvement in trust or accessible reporting institutions, rather than merely in rise in the occurrence of harassment.

Reporting

As detailed above, women’s career prospects and concerns for their relationship to their superiors plays an often determinative role in their willingness to report harassment and abuse. This issue was also reflected in survey responses when officers who had experienced harassment by colleagues explained why they did not formally report these incidents. Figure 11 below details these responses.

Figure 11: Reasons for not reporting harassment by colleagues



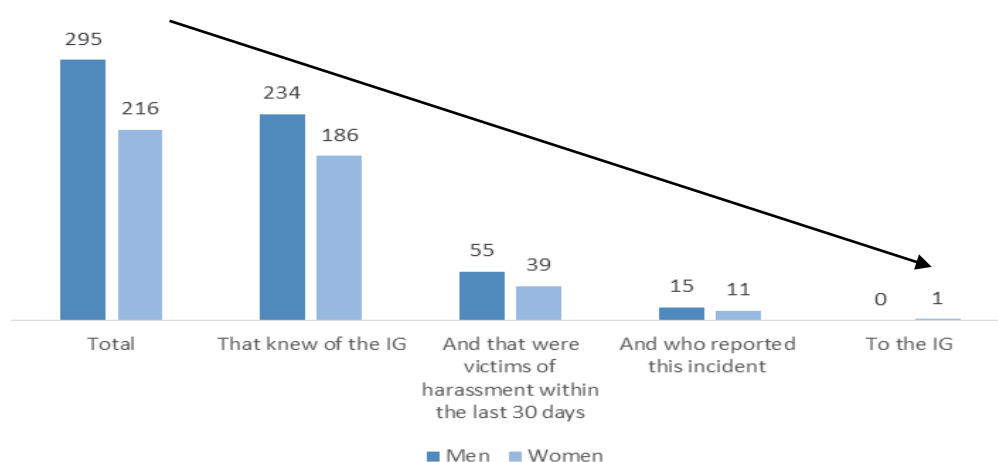
Among these responses, 63.3% of male respondents and 37.9% of female respondents agreed that reporting their harassment would create problems with a colleague. Men’s particularly high agreement with this statement may reflect social pressures men face to withstand abuse and conform to masculine identities

⁶¹ Respondent 7, Kananga

enforced by the PNC structure as a whole – particularly in relation to verbal and minor physical abuse. On the other hand, women’s agreement with this statement may suggest a particular concern with a specific superior officer.

The 18.4% of men and 31.0% of female respondents who cited that they had ‘nowhere to go’ should not be understood as lacking awareness of existing services and structures. In fact all respondents of both genders that did not report their incident because they had ‘nowhere to go’ also reported being aware of a ‘formal process where victims can seek redress for harassment in the PNC’. Rather, the respondents citing that they had nowhere to take their case may instead indicate that the current services in existence do not serve meaningful places to which they may take their problems. Figure 12 below illustrates the many factors that can influence reporting, despite high levels of awareness.

Figure 12: Harassment reporting among those aware of resources



Beginning from the total number of survey respondents, it progressively shows the proportion who were aware of formal outlets to report abuse in the PNC, followed by the proportion of which who were victims of any kind of abuse within the last thirty days. Of this, approximately 27.2% of male respondents and 33.3% of female respondents sought redress of any kind for their incident. Of this group, 68% of men and 58% of women reported their incident to a superior officer, with only one woman and no men making use of the IG services, where it is envisioned that officers would lodge cases of harassment and abuse.

These social dimensions behind reporting cases to the IG may also be further complicated by its institutional set up. One male key informant at the national level described his perception of these barriers in detail:

“The text governing the IG does not provide sufficient means to punish those who abuse their authority or commit rape. Today, the IG is reduced to making recommendations that may or may not be followed. The IG presents the possibility of applying sanctions simply with the goal suspending the perpetrators of a wide range of abuses. Practically, to achieve a sanction it must be taken up by the Minister of Justice, the Minister of Interior and also often the Commissaire General, the last of whom is free to accept or reject our recommendations.”

It should be noted that while the above quotation is not a direct representation of the IG case process, it nevertheless highlights perceptions, even within the PNC, of the obstacles, both perceived and real, facing victims of harassment. Another male member of the IG at the provincial level echoed this perspective in a key informant interview. He noted that all IG functions, including its judicial and disciplinary divisions that handle complaints and allegations of harassment, tend to be dominated by men. The individuals in charge of these

crucial areas, asserted the informant, often “stifle or trivialise” women’s complaints, which not only blocks the justice process, but also further perpetuates both men and women’s perceptions of female inferiority.⁶²

Key informant interviews provided a specific example of the gap between policy makers and victims of harassment. In Kananga, two male key informants separately noted that they had never received a complaint of sexual harassment in the PNC in their district. Though this may technically be true, it contrasts with the experience of eight female respondents from this district, four of whom noted having to repeatedly reject sexual advances from their superiors, resulting in one having her salary withheld for months and another in being beaten. None of these women, however, reported these incidents. Whether the policy makers were wilfully naïve, genuinely ignorant, or misleading during their interviews, women’s underreporting of sexual harassment allows them to remain either actually or practically disconnected from the realities facing many female officers. This underlines the continued gap between legal protection and application under the law which, according to one respondent, creates “the appearance of laws protecting female police that are not always applied on the ground.”

⁶² Key informant interview, Kinshasa

The State of Gender in the Congolese
National Police

Results:

Gender Mainstreaming and Policy

5



Gender Sensitisation in the PNC

How do women and men perceive broader gender mainstreaming efforts in the PNC, especially concerning sensitisation and female integration?

Of the study population, 54.2% of male respondents had attended at least one gender sensitisation session, as compared with 65.3% of female respondents. Figure 13 to the right shows that a higher proportion of female respondents (77.3%) felt that this sensitisation ‘significantly’ changed their view of women in the PNC than male respondents (57.5%).

In interviews, female respondents were generally positive about the gender sensitisation efforts carried out by SSAPR, MONUSCO as well as other NGOs.

Additionally, 83.7% of female respondents reported applying what they learned ‘often’ or ‘very often,’ as compared with 74.4% of male respondents. The most positive reflections on this training from women came when considering the personal impact of the training:

“I was sensitised on the role of women in the PNC. This sensitisation helped me shed certain negative prejudices regarding women, including an inferiority complex. I help drive men in the PNC and I work like they do.”⁶³

Given the negative perceptions of the PNC that women report among both their families and communities – ie. That they are prostitutes, at the whims of their superiors, or unable to get another job - this sensitisation may be more useful for transforming women’s own views of their role in the PNC.

In fact, some female respondents were particularly critical of the impact of this sensitisation on *men*. As one female officer in Kananga noted, ‘*what they teach us is different than what they do themselves. This sensitisation hasn’t changed anything for how they deal [with] female police.*’

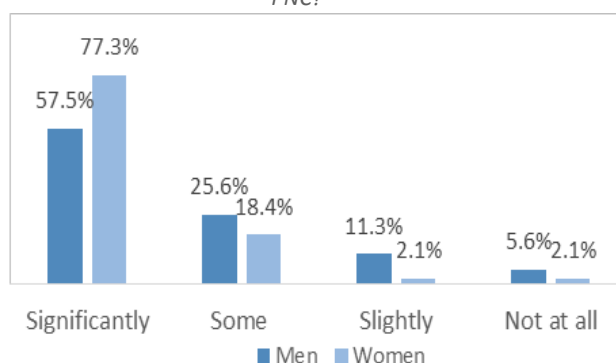
The Implementation Gap

To what extent do women in the PNC feel that the current legal framework of the police and security sector take into account differing needs of women and men?

While some key informants insist that women and men play exactly the same role in the PNC, others are more willing to acknowledge the discrimination and harassment female officers often face. Overall, female key informants more often referenced the difficulties faced by women as well as the enduring problems.

This study has found that policy makers and PNC officers of both genders are positive about the state of current gender mainstreaming efforts. As evidence of this progress, key informants cited institutional progress including the *Loi Organique*, the creation of Gender Focal Point positions as well as the establishment of a specific unit to deal with women’s issues within the PNC. In addition to these policy accomplishments, key informants also

Figure 13: Did sensitisation change your opinion of women in the PNC?



⁶³ Respondent 6, Kananga

reference the progress made on gender sensitisation within the PNC. On this topic, the study showed that of PdP-trained police, 85.8% of men and 93.1% of women either fully or partially supported the integration of women in the PNC. Additionally, a larger proportion of PdP trained men (92%) knew that women were legally entitled to equal representation in DRC's public institutions (as compared with 86.8%).

PdP training did not seem to have a significant impact on awareness or support for women's protection and representation. For example, 84.1% of male PdP respondents supported women's legal protection against sexual harassment in the PNC, as compared with 96.7% of male non-PdP respondents. *Figures 14 and 15* below show the distribution of these responses.

Figure 14: % in agreement, Women should be protected against harassment in the PNC

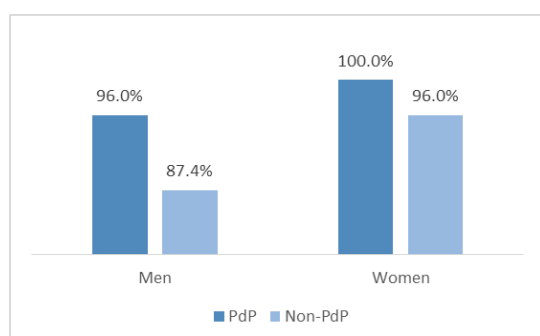
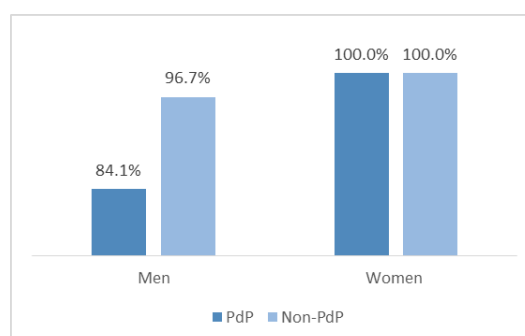


Figure 15: % in agreement, Women should be represented equally in the PNC



Though high levels of support for women's protection and representation in the PNC is positive, it is important to assess this support for gender mainstreaming in the context of women's broader experiences in the PNC. For example, the majority of respondents reported applying lessons from gender sensitization in their daily lives. One female respondent described the lessons learned from these sensitisation sessions:

*« This sensitisation can improve the situation of female police officers. Take my case for instance: like a man, I drive a motor bike, but many people do not allow me to do this. This sensitisation will help me one day improve this impediment. This sensitisation will help me drive a motor bike, a job generally reserved for men. »*⁶⁴

However, against this backdrop of progress many of these same women reported often being compelled to oblige their male colleagues sexually in order to be promoted. Similarly, male respondents almost universally supported equal representation for women in the PNC and other public institutions, yet this study suggests women face significant barriers to gaining promotion and equal job duties. These discrepancies highlight the differences between policy and reality and underscore the importance of tracking policy change and sensitization through to the implementation level.

⁶⁴ Répondant 1, Kananga

The State of Gender in the Congolese
National Police

Conclusions and Recommendations

6



Conclusions

This study finds that despite this progress at the policy level for women in the PNC, there remains a significant gap between policies made in Kinshasa and their implementation on the ground. This is particularly pronounced in the case of sexual harassment and assault, which women are often subjected to but have little willingness to report. One key informant in Kananga described the nascent current state of gender mainstreaming in the PNC:

*'We're at the beginning of the reform. With reform, things changes. And they will continue to change for the better (I'm an optimist). It's not just the situation of women in the PNC that will change, but also the situation of the police in general (salary, etc). Words will be translated into actions. And in these conditions, women girls will be interested; they will join en masse.'*⁶⁵

As public institutions often reflect the norms and informal arrangements of the country they serve, this study of the PNC can be understood as a broader case study of DRC's developmental challenges and, to a certain extent, the impact of the challenges on women – particularly the specific economic difficulties that have repercussions in their professional lives, including their engagement in the PNC. As such, this study's findings that women endure poor working conditions due to lack of employment options and are unable or unwilling to seek justice from a male dominated and ineffective institutions could likely be said about women in many other aspects of Congolese life. This should not discount the strengths women contribute to the PNC, but serves to highlight that, for women, joining the PNC does not necessarily represent a transition from security beneficiary to security provider. Rather, this study suggests that women's lives in the PNC follow the same cycles of victimisation and disadvantage as those of civilians.

Other findings:

- Quantitative metrics related to the relative situation of men and women in the PNC are similar in terms of salary, education levels, numbers of years in the PNC, age and number of promotions
- **Roles:** Men and women tend to play differing roles in the PNC; men carry out more patrols, work on the streets and enforce law and order by use of force, while women carry out more work in the commissariat and more cleaning and cooking than men. These differing roles are partially explained by women's family obligations, cultural stereotypes, low levels of training and absence of physical force;
- **Motivation:** Women were equally motivated to join the PNC as a means to earn money or escape unemployment as they were by love of police work, whereas men primarily joined for love of police work, to help the community, or as a next step following service in the army or rebel groups. High proportions of respondents of both genders cited 'love of police work' as their primary motivating factor;
- **Obstacles:** Respondents perceived poor levels of compensation and assumptions about a lack of discipline and high levels of sexual vulnerability for women as key obstacles preventing women and girls from joining the PNC;
- **Promotion:** Women reported a strong culture of sexual harassment within the PNC, particularly in relation to gaining promotions. Women thus perceived men as having more opportunity for promotions, whereas men perceived women as having more opportunity for promotion, potentially due the sexualized aspects of this process;
- **Community Relations:** Female respondents reported very mixed experiences working in the community – some felt they had high levels of respect due to their role in the PNC, whereas others felt that the public perceived women in the PNC as worthless and sexual objects;
- **Harassment:** Men and women were willing to report similar levels of harassment in surveys, including verbal, physical and sexual harassment. Interviews with women indicate that actual incidence of abuse may be much higher for women, though no comparable qualitative data was gathered for men;

⁶⁵ Key informant interview, Kananga

- **Reporting:** A very low proportion of both male and female respondents who had experienced incidents of harassment in the last thirty days reported this. For respondents of both genders, this was largely attributed to not wanting to cause problems with their colleagues, as well as a specific concern by women that reporting would harm their careers. Even despite all respondents who reported being victims of harassment also knowing of formal procedures to seek redress, reporting was shockingly low. This difference between knowledge and use of formal procedures warrants further investigation;
- **Policy:** Respondents had strong knowledge of and high levels of support for gender mainstreaming practices and women's legal protection. Complaints were generally related to the need to better implementation and enforcement of existing policies rather than the creation of new ones;
- **Resources:** Low salaries continue to be a major area of concern for men and women in the PdP. Women also note not being able to afford uniforms.

Recommendations

Significant progress has been made to develop, pass and implement legislation which takes gender disparities and the position of women in the PNC into account. To build on this progress, the findings of this study suggest a number of opportunities to enhance the capacity of the PNC to improve the experiences and position of women within its ranks.

Human Resources

The lack of up to date human resources data within the PNC made it difficult for researchers to assess the situation of women and locate respondents for this study. **A more robust human resources information system to monitor staff progression, training and retention should be established within the PNC** not only to facilitate future research, but also to help the PNC, CSRP and other bodies monitor the progress of reform efforts nationwide.

This study identified significant barriers entry, retention and advancement for women within the PNC. This suggests that **the CAMO for Human Resources could benefit from the establishment of a gender unit**. This unit would oversee the evaluation of female staff members, consider the recruitment, retention, advancement and proportion of these women. This consideration would extend to the areas of training, working conditions, policy, institutional structure, logistics, as well as prevailing social norms as they pertain to women in the PNC.

Women interviewed in this study often noted that their levels of education were the same as their male counterparts, but unlike their male colleagues had been denied promotion based on their lack of qualifying diploma. This suggests the **need for a systematic review and grading of the qualifications of police of both genders**, which can then be linked to roles, responsibilities and promotion independent of gender.

Though improving working conditions for women may encourage more ownership of their role in the PNC, **more efforts should also be focused on recruiting women who have a commitment to serving and protecting the public**.

Sensitisation and training

It was clear from our research that there is still a lack of understanding among both male and female police officers as to what constitutes SGBV and gender considerations in general. Similar observations were taken from a 2010 study exploring SGBV in the PNC.⁶⁶ **More education at all levels of the PNC to improve the understanding of SGBV, acceptable professional behavior and internal options for recourse** would empower women to take a

⁶⁶ See, Kayembe, P., Patricia O'Connor, Anne-Judith Ndombasi, and Manuel Carballo. (2010). Connaissances, perceptions, attitudes et pratiques des membres de la Police Nationale Congolaise en matière de violences sexuelles dans trois provinces de la République Démocratique du Congo. Kinshasa: International Centre for Migration, Health and Development, Police Nationale Congolaise and UNFPA.

stand and help hold SBGV perpetrators to account. Additionally, female police officers could also benefit from **specific sensitisation on their intended role in the PNC, their rights as police officers and reporting procedures and options for recourse in the event of harassment or abuse.**

In interviews, many women expressed confusion or lack of understanding of the promotion process in the PNC and the basis on which promotions were made. This lack of understanding combined with the behavior of their superiors led many women to think that promotions were solely based on women's willingness to engage sexually with their superiors. **Clearer guidelines for promotion within the PNC should be established and disseminated clearly throughout the PNC.**

Institutional

This study suggests that to ensure the sustainability and continuity of gender mainstreaming within the process of security sector reform, the PNC would benefit from **the appointment of internal gender champions.**

The gender focal points within the Commissaire Generale included in this study noted that their ability to enact and support gender-positive change was limited by their limited and often non-existent budgets. **This finding suggests that to be effective, more resources should be allocated to gender focal points in the future.** This should occur at the national level, as well as follow the **designation of gender focal points within each provincial-level police commissariat.**⁶⁷

A common finding in this and other studies are complaints by all members of the police force regarding low wages and poor equipment. This was particularly common among female police, who often noted the need to buy their own uniform and pay for basic housing provisions. This suggests the **specific need to ensure equality of equipment and salary levels between men and women in the PNC.**

One of the main advancements was the Commissioner General's approval of decision n°51/PNC/CG/COMDT/2014 on 21 November 2014, and the subsequent establishment of a Joint Working Group on gender to be located within the Police Reform Committee. The working group was responsible for creating an institutional framework to establish appropriate coordination mechanisms between the various administrations of the PNC, whilst simultaneously taking gender issues relevant to police reform into account and developing an operational strategy to support its implementation. The effectiveness of this working group remains an ongoing challenge.

Proposed future research

This study explored gender within the PNC only. More investigation of men and women's differing experiences with the PNC and security needs is necessary to form a complete picture of gender in the PNC.

Research that extended beyond the PNC to the surrounding communities could provide useful information for recruitment and retention, by focusing on women's reasons for not joining the PNC or for leaving service.

Additionally, further research based at the community level would provide a clearer picture of social norms and beliefs that both deter women from joining the PNC as well as that affect women's experiences as security beneficiaries and providers.

⁶⁷ Art.32 of Decree n° 13/017 of 6 June 2013 outlining the organisation and functioning of the Commissariat Général of the PNC.

The State of Gender in the Congolese National Police

Annex A

Disaggregation of women in the PNC by province and grade

(Répartition des femmes au sein de la PNC par province et montant de la solde par grade)

7



PROTECT

STABILIZE

CONSOLIDATE PEACE

Annex A : Répartition des femmes au sein de la PNC par province et montant de la solde par grade.

policiers actifs (hors passifs inactifs DCD retraités) (répartis par grade et province		Bas-Congo		Équateur		Kasaï-Ocld.		Kasaï-Orientale		Katanga		Kinshasa		Nord-Kivu		Sud-Kivu		Maniema		Orientale		solde mensuelle	cout par grade
		H	F	H	F	H	F	H	F	H	F	H	F	H	F	H	F	H	F	H	F		
Commissaire divisionnaire en chef	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	125 665	0
Commissaire divisionnaire principal	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	118 455	0
Commissaire divisionnaire	0	0	1	0	0	0	0	1	0	0	0	7	0	0	0	0	0	1	0	0	0	115 989	1 159 890
Commissaire divisionnaire adjoint	1	0	0	0	0	0	0	0	0	1	0	20	1	2	0	2	0	0	0	1	0	108 840	3 156 360
Commissaire supérieur principal	6	0	4	0	3	0	5	0	8	0	8	69	5	6	0	7	0	2	0	8	0	105 501	13 820 631
Commissaire supérieur	33	0	30	0	25	1	17	0	27	1	50	133	17	41	2	19	2	14	0	37	0	96 930	48 992 600
Commissaire sup adjoint	49	1	40	1	38	0	36	1	43	3	94	237	20	73	1	32	0	18	1	80	2	91 000	70 434 000
Commissaire principal	198	4	187	8	167	5	168	8	173	6	351	1737	171	194	7	88	4	67	1	287	3	85 381	330 599 403
Commissaire adjoint	150	6	198	10	217	8	186	3	221	6	364	1810	214	179	5	117	6	107	6	321	0	83 800	348 681 800
Sous Commissaire principal	184	12	132	9	213	6	125	10	217	9	386	1514	266	233	8	181	13	61	4	324	6	82 086	324 206 272
Sous Commissaire principal	114	10	145	19	103	4	224	6	153	6	298	2489	374	78	4	183	9	51	4	267	9	80 940	371 676 480
Sous Commissaire	172	11	161	21	137	6	232	16	259	14	360	2429	404	80	6	31	7	74	4	334	15	79 618	382 405 254
Sous Commissaire adjoint	320	32	172	12	117	6	287	14	232	14	349	2915	401	99	7	37	1	74	2	355	21	78 656	432 576 636
Brigadier-chef	416	19	209	33	288	5	227	28	259	13	909	2412	272	249	10	77	4	80	3	515	12	76 573	468 080 749
Brigadier 1ere classe	412	22	398	54	290	2	165	10	244	13	1120	4541	562	163	12	143	6	49	4	443	12	75 483	662 136 876
Brigadier	269	5	542	54	138	5	531	29	420	20	1021	81	202	509	17	91	4	256	3	616	15	74 200	360 389 400
Agent de police principal	502	25	422	18	890	22	1032	56	989	39	1502	142	1803	861	40	245	17	411	31	332	10	73 100	704 172 300
Agent de police 1ere classe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	72 000	0
Agent de police 2eme classe	2714	142	1258	98	2502	120	2975	271	4133	238	6905	4281	786	4636	261	2722	115	872	76	2359	124	72 000	2 750 832 000
total	5540	289	3889	337	5129	190	6210	452	7379	402	13718	26599	3766	7403	380	3885	188	2137	139	6279	229		7 268 340 651

The State of Gender in the Congolese
National Police

Annex B

Questionnaire

8



REPUBLIQUE DEMOCRATIQUE DU CONGO

Strictement confidentiel

État des lieux de l'intégration du genre au sein de la Police Nationale
Congolaise (PNC)

QUESTIONNAIRE :

Personnel	Nom et Prénoms	Date	signature	Code
Enquêteur				
Superviseur INS				
Expert EDG/SSAPR				
Agent de saisie 1				
Agent de saisie 2				

AGENCE D'EXECUTION: INS

AGENCE DE SUPERVISION: EDG/SSAPR

FINANCEMENT: SSAPR/DFID

Novembre 2013 -Janvier 2014

Je m'appelle.....

Je suis agent de l'Institut National de la Statistique (INS).

Avant de commencer, je voudrais vous expliquer un peu plus en quoi consiste cette étude. En effet, l'objectif de l'étude est de connaître les opinions, les expériences et d'appréhender les efforts visant l'intégration du genre au sein de la PNC. L'étude est effectuée par l'INS (Institut National de Statique) en collaboration avec le programme d'Appui à la programme d'Appui à la Redevabilité et à la réforme du Secteur de la Sécurité et de la Police (SSAPR).

Nous allons ensemble aborder les sujets liés à l'intégration du genre au sein de la PNC. Je voudrais vous rassurer que toutes les informations que nous recueillons resteront strictement confidentielles ; vos réponses ne seront jamais divulguées ET VOTRE IDENTITE NE SERA MENTIONNEE NULLE PART DANS CE DOCUMENT (MONTREZ LA PAGE PRINCIPALE DU DOCUMENT). Tous les questionnaires et les formulaires de consentement seront classés au bureau SSAPR à Kinshasa dans un coffre fermé, confié au superviseur de l'étude pendant deux ans, période après laquelle toutes les données seront détruites.

Vous n'êtes pas obligé de participer à cette étude et vous êtes libre de nous dire ce que vous pensez en toute sincérité. Vous ne courez aucun risque en refusant de participer à cette étude. L'interview prendra entre 30 à 45 minutes.

Si, pour une raison quelconque et à n'importe quel moment vous jugez bon ne pas répondre à une question; sentez-vous libre de votre choix. Si, à un moment donné du processus, vous désirez d'arrêter de participer; n'hésitez pas à me le signaler. Nous pouvons prendre une pause, arrêter ou prendre un autre rendez-vous ou même, arrêter complètement.

Néanmoins, si vous décidez de répondre aux questions, il est important que vous y répondiez honnêtement. Comprenez que vos réponses sincères aux questions nous permettront de bien comprendre ce que les gens pensent, disent ou font en rapport à certains comportements et vous contribuerez à la possibilité d'améliorer la sécurité et la justice dans votre communauté.

Avez-vous des questions ou des préoccupations?

PAUSE, EN ATTENTE D'UNE REPONSE. S'IL N'Y A PAS DE QUESTIONS OU DE PREOCCUPATIONS – ON AVANCE:

Souhaitez-vous continuer ?

Je témoigne que le participant potentiel a eu l'occasion de poser des questions. J'affirme que le participant a donné son consentement librement.

Nom de l'enquêteur

Signature

Date

[A remplir par l'enquêteur avec l'aide du Contrôleur]

SECTION ID : IDENTIFICATION	
Cette partie ne fait pas partie des questions. Informations à remplir par l'enquêteur avant l'interview.	
ID1. Ville/ Province : Bas-Congo/ Matadi 1 Sud Kivu/ Bukavu 2 Kasai Occidental Kananga 3 Kinshasa/ Kinshasa..... 4	/ ____ /
ID2. Commune /Territoire: [Affectation actuelle] / ____ // ____ /	ID3. Commissariat: / ____ / ____ /

[A remplir par l'enquêteur avec l'aide du Contrôleur]

DEBUT DE L'ENTRETIEN				
Entourez le code :				
		Jour	Mois	Année
L1. Date de l'entretien [Enquêteur : Inscrivez jour, mois et année]				
			Heure	Minute
L2. Heure de début de l'entretien [Enquêteur : Inscrivez les heures et les minutes en utilisant un format 24 hr]				
L3. Langue de l'entretien ?	FRANÇAIS 01 LINGALA 02 TSHILUBA 03 KIKONGO 04 SWAHILI 05 AUTRE 96	/ ____ / ____ Autre (à Préciser) : _____		

INFORMATION DE BASE

SECTION 1: PROFIL DU REpondant												
1. Sexe (Enregistrer l'observation) [UNE SEULE REPONSE]	1. Masculin 2. Féminin	/ ____										
2. Dans quelle tranche d'âges retrouvez-vous ? [UNE SEULE REPONSE]	<table><tr><td>18 - 24 ans</td><td>1</td></tr><tr><td>25 – 29 ans</td><td>2</td></tr><tr><td>30 – 34 ans</td><td>3</td></tr><tr><td>35 ans et Plus</td><td>4</td></tr></table>	18 - 24 ans	1	25 – 29 ans	2	30 – 34 ans	3	35 ans et Plus	4	/ ____		
18 - 24 ans	1											
25 – 29 ans	2											
30 – 34 ans	3											
35 ans et Plus	4											
3. Avez-vous participe à la formation Police de proximité (PdP) ? [UNE SEULE REPONSE] [LISEZ LES REPONSES]	Oui Non	1 2	/ ____									
3.1 Appartenez-vous à un cadre PdP maintenant ?	Oui Non	1 2	/ ____									
4. Dans quelle catégorie de grade vous situez-vous ? [UNE REPONSE, LISEZ LES REPONSES]	A. Catégorie de Généraux B. Catégorie des Officiers Supérieurs C. Catégorie des Officiers Subalternes D. Catégorie des sous-officiers de 1ere classe E. Catégorie des sous-officiers de 2eme classe F. Catégorie des Agents de la Police	1 2 3 4 5 6	/ ____									
5. Quelle est votre situation matrimoniale ? [UNE SEULE REPONSE] [NE LISEZ PAS LES REPONSES]	A. Célibataire B. Marié (e) C. Veuf (vé) D. Divorcé (e) E. Union de fait (libre) F. Autre (à Préciser)	1 2 3 4 5 98	/ ____ / ____									

6. Quel est votre niveau de revenu mensuel ?	A. Moins de 50 \$	1	/ _ /	
	B. 51 à 100 \$	2		
	C. 101 à 150 \$	3		
	D. 151 à 200 \$	4		
	E. Plus de 200 \$	5		
7. Quel est votre niveau d'études [UNE SEULE REPONSE] [LISEZ PAS LES REPONSES]	A. Sans niveau	1	/ _ /	
	B. Primaire	2		
	C. Secondaire	3		
	D. Supérieur/ Graduat	4		
	E. Universitaire/ Licence	5		
	F. Post-Universitaire	6		
8. Quelle est la classe achevée à ce niveau?	A.Première	1	/ _ /	
	B.Deuxième	2		
	C.Troisième	3		
	D.Quatrième	4		
	E.Cinquième	5		
	F.Sixième	6		
9. Avez-vous fréquenté une école de formation de la Police ? (Académie...)	Oui	1	/ _ /	
	Non	2		
9.1. Si non pourquoi (Raison principale)? >Si Oui, passer à Q10 [UNE SEULE REPONSE] [LISEZ LES REPONSES]	A. Je n'ai jamais eu cette occasion	01	/ _ _ /	
	B. On privilégie les autres	02		
	C. On privilégie les hommes	03		
	D. On privilégie les femmes	04		
	E. Je n'ai pas de niveau requis pour la formation	05		
	F. Je n'ai pas le temps à cause de mon travail	06		
	G. Je n'ai pas le temps à cause de mes obligations familiales	07		
	H. Autre, à préciser	98		
10. Avez-vous déjà bénéficié d'une formation de renforcement des capacités (à l'exclusion de la formation PdP)	Oui	1	/ _ /	
	Non	2		
10.1. Si non Pourquoi (Raison majeure)? >Si Oui, passer à Q11 [UNE SEULE REPONSE] [LISEZ LES REPONSES]	A. Je n'ai jamais eu cette occasion	01	/ _ _ /	
	B. On privilégie les autres	02		
	C. On privilégie les hommes	03		
	D. On privilégie les femmes	04		
	E. Je n'ai pas de niveau requis pour les formations	05		
	F. Je n'ai pas le temps à cause de mon travail	06		
	G. Je n'ai pas le temps à cause de mes obligations familiales	07		
	H. Autre, à préciser	98		
11. Habituellement, quelles sont vos tâches quotidiennes au sein de la PNC? [PLUSIEURS REPONSES POSSIBLES] [LISEZ LES REPONSES]		Oui	Non	
	A. Interagir avec les membres de la communauté dans le commissariat	1	2	/ _ /
	B. Interagir avec les membres de la communauté dans leurs villages/ quartiers	1	2	/ _ /
	C. Interagir avec les membres de la communauté dans la rue	1	2	/ _ /
	D. Personnel Administratif	1	2	/ _ /
	E. conduire ou entretenir les véhicules de la police	1	2	/ _ /
	F. Laver, cuisinier ou nettoyer les bureaux ou domicile des membres de la police	1	2	/ _ /
	G. Gardiennage (Maison, bureau...)	1	2	/ _ /
	H. Garde du corps d'une autorité	1	2	/ _ /
	I. Autre, à préciser		98	/ _ _ /

INTEGRATION DANS LA PNC

SECTION 2: MOTIVATION			
12. Quelle était votre occupation avant d'intégrer la PNC ? (dernière occupation) [UNE SEULE REPONSES] [LISEZ LES REPONSES]	A. Étudiant (école de police)	01	/ _ / _ /
	B. Étudiant (autre)	02	
	C. Petit commerce/ petit métier	03	
	D. Agriculteur/ Eleveur	04	
	E. Ménagère/ Domestique	05	
	F. Armée Régulière	06	
	G. Gendarme/ Garde civile	07	
	H. Membre d'un groupe rebelle	08	
	I. En chômage	09	
	J. Autre, à préciser	98	
13. Combien d'années d'ancienneté avez-vous au sein de la PNC? [UNE SEULE REPONSES] [NE PAS LIRE LES REPONSES]	A. 0 à 3 ans	1	/ _ /
	B. 4 à 5 ans	2	
	C. 6 à 9 ans	3	
	D. 10 à 12 ans	4	
	E. 13 à 15 ans	5	
	F. 16 à 20 ans	6	
	G. 21 à 24 ans	7	
	H. Plus de 24 ans	8	
14. Pourquoi avez-vous préféré vous enrôler au sein de la PNC [UNE SEULE REPONSES] [NE PAS LIRE LES REPONSES]	A. A la recherche d'argent	01	/ _ / _ /
	B. Pour trouver le travail et échapper au chômage	02	
	C. Pour aider ma communauté	03	
	D. Pour protéger les femmes	04	
	E. J'étais militaire et j'ai été référé dans la police par les autorités	05	
	F. Par amour du métier	06	
	G. Autre, à préciser	98	
	A. Autre, à préciser.....	98	

OBSTACLES

SECTION 3: OBSTACLES				
15. Selon vous, quelles sont les raisons qui empêchent les femmes/ filles à intégrer (en grand nombre) la PNC [PLUSIEURS REPONSES] [LISEZ LES REPONSES]		Oui	Non	
	A. Les policiers ne sont pas bien payés ;	1	2	/ _ /
	B. La police est un métier qui n'attirent que ceux qui ne trouvent rien d'autre à faire;	1	2	/ _ /
	C. Les policiers n'ont pas une bonne réputation ;	1	2	/ _ /
	D. Les femmes policières sont à la merci de leurs supérieurs (harcèlement ou exploitation sexuelle);	1	2	/ _ /
	E. Les femmes policières font face aux comportements inappropriés de leurs collègues hommes (harcèlement, mépris...) ;	1	2	/ _ /
	F. La Police est un métier à risque qui ne convient pas aux femmes (arrêter les gens violents, réprimer les manifestants, etc.) ;	1	2	/ _ /
	G. La religion l'interdit	1	2	/ _ /
	H. La coutume ne le permet pas	1	2	/ _ /
I. Autre, à préciser	98		/ _ / _ /	
16. Votre grade actuel est-il différent de celui que vous aviez au recrutement/ intégration ?	Oui	1		/ _ /
	Non	2		
16.1. si oui, quel était votre grade au recrutement/ intégration ? > si Non, passer à Q16.3	A préciser.....			
16.2 Combien de fois avez-vous été avancé/e en	A. Une fois	1		/ _ /
	B. Deux fois	2		
	C. Trois fois	3		

grade depuis que vous êtes dans la PNC? [UNE SEULE REPONSES] [LISEZ LES REPONSES]	D. Plus de trois fois	4	
		5	
16.3 Si non, Pourquoi? [UNE SEULE REPONSES] [LISEZ LES REPONSES]	E. J'ai été dégradée		/ _ / _ /
	A. A cause de mon âge	01	
	B. A cause de mon sexe	02	
	C. A cause de mon bas niveau d'Etudes	03	
	D. A cause de ma faible performance	04	
	E. A cause de mes années d'expérience	05	
	F. A cause de mon appartenance ethnique/ tribale	06	
	G. Je ne sais pas	07	
17. Parlant de la promotion: A votre avis, pensez-vous que les femmes ont , pour être promues ont [UNE SEULE REPONSES] [LISEZ LES REPONSES]	H. Autre, à préciser	98	/ _ /
	A. Plus d'opportunités que les hommes	1	
	B. Autant d'opportunités que les hommes	2	
	C. Moins d'opportunités que les hommes	3	

INTEGRATION DES FEMMES AU SEIN DE LA PNC

SECTION 4: INTEGRATION			
18. Quelle est votre opinion vis-à-vis de l'intégration des femmes au sein de la PNC [UNE SEULE REPONSE] [LISEZ LES REPONSES] >(si Q 19 = 3 ou 4, passer à Q19.2) >(Q19 = 5, Passer à Q20)	A. Je suis entièrement d'accord	1	/ _ /
	B. Je suis assez d'accord	2	
	C. Assez en désaccord	3	
	D. Pas du tout d'accord	4	
	E. Ça m'est égal	5	
19.1. si Q19 = 1 ou 2 Pourquoi ?	A. Les femmes ont des compétences utiles à la police	1	/ _ /
	B. Les femmes aident la police à interagir avec la communauté	2	
	C. Les femmes sont moins corrompues que les hommes	3	
19.2. Si pas d'accord Pourquoi pas ?	A. Les femmes sont trop faibles ou vulnérables	11	/ _ / _ /
	B. Les femmes sont moins efficaces dans les opérations de terrain	12	
	C. Les femmes ont trop d'obligations familiales	12	
	D. Les femmes policières sont méprisées par la communauté	13	
19. Avez-vous déjà assisté à une séance de sensibilisation sur le "genre"?	Oui	1	/ _ /
	Non	2	
20.1. si oui, Qui vous a sensibilisé? > si Non, passer à Q23	A. La PNC	01	/ _ / _ /
	B. SSAPR	02	
	C. Autre, à préciser.....	98	
21. Avez-vous mis en pratique les notions apprises dans votre travail? [UNE SEULE REPONSE] [LISEZ LES REPONSES]	A. Très souvent	1	/ _ /
	B. Peu souvent	2	
	C. De temps en temps	3	
	D. Pas du tout	4	
22. Est-ce que cette sensibilisation a changé votre opinion par rapport au rôle des femmes dans la PNC	Oui	1	/ _ /
	Non	2	
22.1. Si Oui, [Si non, Passer à Q23] [UNE SEULE REPONSES] [LISEZ LES REPONSES]	A. Beaucoup	1	/ _ /
	B. Assez	2	
	C. Légèrement	3	
	D. Pas du tout	4	

EXPERIENCE

SECTION 5: EXPERIENCES PERSONNELLES				
24. Y a t-il une procédure formelle au sein de la PNC pour que les victimes d'harcèlement soient rétablies dans leurs droits ?	Oui	1	/ _ /	
	Non	2		
23. Avez-vous déjà été victime d'une violence ou d'un traitement humiliant par des collègues en milieu professionnel? >(si non, passer à Q24)	Oui	1	/ _ /	
	Non	2		
24.1. si Oui, dans les 30 derniers jours, combien de fois avez-vous été harcelé par des collègues	A. Aucune fois	1	/ _ /	
	B. 1 à 3 fois	2		
	C. 4 à 6 fois	3		
	D. Plus de 6 fois	4		
	24.2. Pendant cette période, avez-vous été une victime de de ces types de violence par des collègues? [LISEZ LES REPONSES]		Oui	Non
A. La violence verbale		1	2	
B. La violence morale et/ ou psychologique		1	2	
C. La violence physique (mineure)		1	2	
D. La violence physique (grave)		1	2	
E. Le harcèlement sexuel (verbale)		1	2	
F. Les abus sexuels (mineurs)		1	2	
G. Les abus sexuels (graves)		1	2	
24.3 Avez-vous initié une action? > si Non, passer à Q24.6	Oui	1		/ _ /
	Non	2		
24.4 si oui, à qui l'avez-vous vous adressé ? [PLUSIEURS REPONSES POSSIBLES] [LISEZ LES REPONSES]	A. À un officier supérieur	1		/ _ / _ /
	B. À un collègue			
	C. A l'IG	2		
	D. Au parquet	3		
	E. Au Forum des Quartiers	4		
	F. Aux autorités communautaires (non-FQ)	5		
	G. Aux institutions religieuses	6		
	H. Autres à préciser.....	98		
24.5 Qu'est ce qui s'est passé' après être vous adressé'/e?	A. Abus sexuels (graves)	01		/ _ / _ /
	B. Rien n'a encore été fait, je suis toujours en attente d'une réaction			
	C. La personne a été punie	02		
	D. J'ai été reprochée/ blâmée	98		
24.6 Si non, Pourquoi? [UNE SEULE REPONSES] [LISEZ LES REPONSES]	A. Je n'ai eu personne à qui adresser mon problème	1		/ _ /
	B. Je n'ai pas voulu créé des problèmes à mon collègue	2		
	C. Je l'ai fait dans le passé sans résultat	3		
	D. J'ai eu peur de représailles	4		
	E. Je crois que cela jouerait en défaveur de mes perspectives de carrière	5		
25. Avez-vous déjà été victime d'une violence ou d'un traitement humiliant par les membres de la communauté dans l'exercice de votre fonction? > si Non, passer à Q25	Oui	1	/ _ /	
	Non	2		
25.1 Dans les 30 derniers jours, combien de fois avez-vous été humilié(e) par des membres de la communauté?	A. Aucune fois	1	/ _ /	
	B. 1 à 3 fois	2		
	C. 4 à 6 fois	3.		
	D. plus de 6 fois	4.		
25.2. Si Oui, quels types d'humiliation? [PLUSIEURS REPONSES POSSIBLES] [LISEZ LES REPONSES]		Oui	Non	
	A. La violence verbale	1	2	/ _ /
	B. La violence morale et/ ou psychologique	1	2	/ _ /
	C. La violence physique (mineure)	1	2	/ _ /
	D. La violence physique (grave)	1	2	/ _ /
	E. Le harcèlement sexuel (verbal)	1	2	/ _ /
	F. Les abus sexuels (mineurs)	1	2	/ _ /

	G. Les abus sexuels (graves)	1	2	/__/_/
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SECTION 7: VALEUR AJOUTEE				
26. Quel est le rôle de la PNC dans la communauté?		Oui	Non	
	A. Sécuriser la population et ses biens	1	2	/__/_/
	B. Prévenir les infractions	1	2	/__/_/
	C. Identifier et arrêter les coupables d'infractions	1	2	/__/_/
	D. Punir les coupables d'infractions	1	2	/__/_/
	E. Récupérer les biens volés ou pillés	1	2	/__/_/
	F. Réprimer les manifestations	1	2	/__/_/
	G. Résoudre les conflits	1	2	/__/_/
	H. Autre, à préciser...	98		/__/_/_/
27. Quelle est la principale cause d'insécurité dans votre circonscription [UNE SEULE REPONSES] [LISEZ LES REPONSES]	A. La pauvreté	01		/__/_/_/
	B. Le manque des options productives et l'ennui	02		
	C. L'alcool ou les drogues	03		
	D. La présence des rebelles	04		
	E. L'obscurité pendant la nuit	05		
	F. L'impunité	06		
	G. La délinquance juvénile	07		
	H. Autre, à préciser.....	98		
28. Quel est le type d'infraction le plus fréquent dans votre circonscription? [UNE SEULE REPONSES] [LISEZ LES REPONSES]	A. Le Vol	1		/__/_/
	B. Le viol et la violence sexuelle	2		
	C. L'agression (verbale ou physique)	3		
	D. La violence par les rebelles	4		
	E. Le vol à main armée	5		
	F. L'abus de confiance/ escroquerie	6		

CONNAISSANCE DES LOIS

SECTION 8: CONNAISSANCE DU CADRE JURIDIQUE			
29. Selon la loi congolaise, les femmes devraient être représentées de manière égale dans les institutions publiques, y compris la PNC?	Oui	1	/__/_/
	Non	2	
29.1 Si oui, êtes-vous d'accord avec cette provision ?	Oui	1	/__/_/
	Non	2	
30 Les femmes sont protégées contre le harcèlement sexuel dans la police → Si non terminer	Oui	1	/__/_/
	Non	2	
30.1 Si oui, êtes-vous d'accord avec cette provision ?	Oui	1	/__/_/
	Non	2	

FIN DU QUESTIONNAIRE

The State of Gender in the Congolese
National Police

Annex C

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9



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