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لشؤون المرأة
The Jordanian National
Commission for Women



مملكة الأردنّ



The Public Security Directorate of Jordan

MOWIP REPORT 2022

RESULTS OF THE MEASURING OPPORTUNITIES FOR WOMEN IN PEACE
OPERATIONS (MOWIP) ASSESSMENT FOR THE PUBLIC SECURITY DIRECTORATE
OF THE HASHEMITE KINGDOM OF JORDAN

DCAF Geneva Centre
for Security Sector
Governance



Cornell University



THE ELSIE INITIATIVE
FOR WOMEN IN PEACE OPERATIONS

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The Public Security Directorate of Jordan

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Disclaimer

The views expressed in this report are those of the authors of Cornell University and DCAF, expressed on the basis of the best available information. They do not necessarily reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, the Jordanian National Commission for Women, or the Jordanian Public Security Directorate.

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LIST OF ABBREVIATIONS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DCAF	DCAF - Geneva Centre for Security Sector Governance
DPO	Department of POs (UN)
FFF	Fact-Finding Form
FPU	Formed Police Unit
GBV	Gender-based violence
GIA	Gender Impact Assessment
GSS	Gender and the Security Sector
IPO	Individual Police Officer
JAF	Jordanian Armed Forces
JPDPKO	Jordan Police Department of Peacekeeping Operations
JNCW	Jordanian National Commission for Women
JONAP	Jordanian National Action Plan (2018-2021)
MoU	Memorandum of Understanding
MOWIP	Measuring Opportunities for Women in POs assessment methodology
NAP	National Action Plan
PCC	Police-contributing Country
PO	Peace operation
PSD	Public Security Directorate
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender-Based Violence
TPCCs	Troop- and Police- contributing Countries
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

01

Executive Summary

Executive Summary

The Measuring Opportunities for Women in Peace Operations (MOWIP) assessment for the Jordanian Public Security Directorate (PSD) examines the PSD's capacity to deploy women and ensure their meaningful participation in United Nations peace operations (POs) through ten issue areas. It uses three data collection tools, a fact-finding form (FFF), key decision-maker interviews, and a survey. The project was implemented between April 2019 and July 2022. The national assessment partner, the Jordanian National Commission for Women (JNCW), undertook the data collection for this project from 7 July 2019 to 28 December 2021. The first draft of the report was completed in July 2022 in preparation for the validation workshop which was held in September 2022.

Top practices that can be shared and replicated elsewhere

- In the past decade, the PSD has been conducting recruitment drives focused on women and has been pursuing strategies aimed at supporting female staff to deploy to UN POs.
- The PSD has implemented institutional gender assessments in recent years to understand better the needs of women within the PSD.
- The PSD is committed to gender equality, and the leadership of the PSD have taken active steps to integrate and institutionalize gender equality within the PSD, including launching a gender mainstreaming strategy, establishing a Gender Office, assigning a gender adviser and ambassadors¹ of both genders at the strategic level, and a network of operational-level liaison officers in various public security units and directorates. There are accountability and oversight mechanisms in place in the PSD, including harassment and whistle-blower policies as well as an internal complaints system.

Top barriers to women's meaningful participation in UN deployments

- Eligible pool (issue area 1)
- Household constraints (issue area 4)
- Social exclusion (issue area 10 and cross-cutting)

Priorities to be considered when developing follow-up activities to overcome barriers

- Tackling the rigid gender roles and expectations related to the provision of care that prevent women from meaningfully participating in the PSD and in UN POs (issue areas 1, 4, and 9)
- Fostering transparency in the deployment process and ensuring that information about the deployment criteria (which is a UN policy) and selection process is well disseminated and accessible to all personnel in order to enhance preparedness and likelihood of being deployed (issue areas 2 and 3)
- Ensuring that deployed women's needs before, during and after deployment are taken into consideration and addressed effectively (issue areas 5, 6, and 7)
- Enhancing the operationalization of a gender perspective in the PSD in order to foster a more inclusive working environment for all (issue areas 8 and 10)

02

Introduction

Introduction

Why do we need more women meaningfully participating in UN POs?

Over the past two decades, despite efforts to increase women's participation in UN POs, including the ten UN Security Council resolutions on women, peace, and security (WPS), the overall percentage of women deployed in POs has increased slowly and unevenly. (See Figure 1).

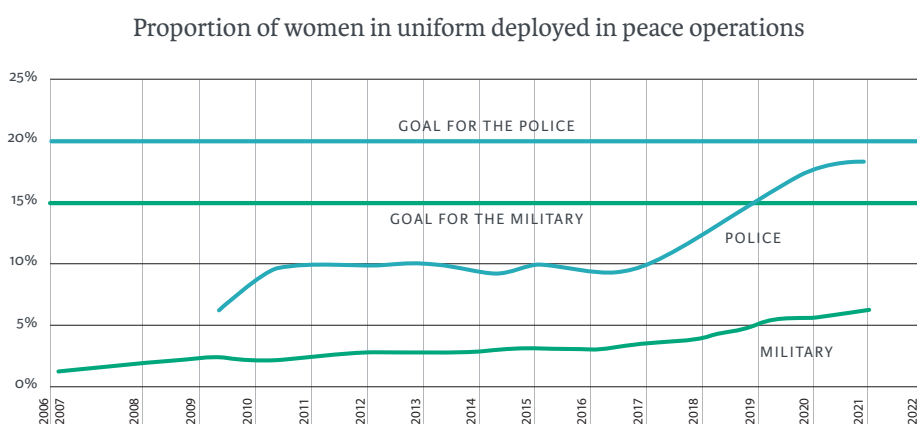


Figure 1: Proportion of women in uniform deployed in peace operations

The UN target for 2028 is for women to make up 20% of formed police units (FPUs), 30% of individual police officers (IPOs), 25% of military observers and military professional deployments, and 15% of military contributions to POs. However, as of February 2022, the statistics of women in uniform participating in UN POs indicated uneven progress: women made up 14.4% of FPUs, 30.5% of IPOs, 25.2% of experts on mission, 17.7% of staff officers, and 5.9% of troops.² While troop- and police-contributing countries (TPCCs) are well on track to meet gender parity goals for individual deployments, efforts remain necessary to achieve parity goals when it comes to contingent or FPU deployments.

Contribute to a modern, efficient, and effective institution: Promote the interests of security institutions in troop- and police-contributing countries

All modern police and gendarmerie forces in democratic nations must increase the significant participation of women in order to fulfil their mandate. Indeed, human security, especially within the population, always has a gender dimension: security risks affect women and men, boys and girls in different ways. To carry out their work effectively and without discrimination, security providers must understand the role of gender and take into account gender-specific security needs.

In addition, national legislation and international commitments require internal security forces to protect the rights of women and men in their operations, which is why the ability to integrate a gender perspective is paramount. To effectively achieve this goal, a diverse human resource base is required, with women and men working at all levels, including in decision-making. A police or gendarmerie service that is representative of the population it serves in all its diversity, including gender, is also more accessible and inspires more confidence.

To meet emerging security threats, police and gendarmerie forces must be able to recruit a highly skilled workforce with an ever-widening range of skills. To increase their operational effectiveness, the forces of law enforcement must provide an attractive workplace for the country's most talented men and women. Equal opportunity policies and procedures for men and women, work-life-balance policies and working conditions, and mechanisms to prevent bullying and harassment are therefore essential to ensure the continued excellence of law enforcement.

² UN DPO, 'Contribution of Uniformed Personnel to UN by Mission, Personnel Type, and Gender', as of 28/02/2022, available at: peacekeeping.un.org/sites/default/files/07_gender_statistics_47_february_2022.pdf (accessed 22/04/2023).

Operational effectiveness: promoting the interests of the United Nations and the international community

Having more women in uniform in POs and ensuring that they can participate in a meaningful way also contributes to the increasingly complex mandates of UN POs. Since 2000, almost all UN mandates have included provisions for gender equality, the promotion of women's rights, and the protection of civilians. The UN Department of POs (UN DPO) lists six reasons why it is important for women to participate in POs:

1. **Improved operations and performance:** A greater diversity of skills, experience, perceptions, and opinions among PO personnel improves the quality of conflict analysis, decision-making, and planning. It also gives operations more tools and options with which to respond to risks.
2. **Improved access:** A greater diversity of personnel improves the ability of operations to interact with a wider range of women, men, girls and boys within the local population. This strengthens the operation's ability to gather intelligence and makes it more aware of often overlooked risks, such as gender-based violence (GBV). In some cases, civilian men prefer to talk to female soldiers because they perceive them as less threatening than their male colleagues.
3. **Reflect the communities we serve:** UN PO must convince local populations that they do not represent the interests of one group, but rather a collective commitment of the international community to peace and security. Diverse members of the local population are more likely to cooperate with the PO if they see that it includes people with whom they can identify.
4. **Building trust:** A diverse personnel in the PO ensures better access to the population, increased engagement, and therefore a better understanding of the different needs and security concerns of all women, men, girls, boys, and people of diverse sexual orientations and gender identities in the community; the local population is then more likely to trust and support them.
5. **Help prevent and reduce conflict and confrontation:** Increased trust between the local population and PO personnel increases the likelihood that programmes related to disarmament, demobilization and reintegration, security sector reform, peacebuilding, and sustainable development will be successful, because they will be designed more inclusively, more effectively, and with greater buy-in from national actors. In addition, PO that value female and male personnel equally can influence the attitudes, values, and skills used in the operation. Skills considered as stereotypically 'feminine', such as verbal de-escalation and medical assistance, are beginning to be considered as important as skills considered masculine, such as the ability to drive or use a firearm. As a result, for example, levels of confrontation between personnel and the local population are reduced in places such as checkpoints with more gender-balanced personnel.
6. **Inspire and create role models:** UN personnel can inspire the next generation of security sector personnel in the host country. Their behavior and diverse representation can challenge gender roles, change attitudes towards gender equality, and show alternative models of security delivery to those that have been experienced by the population during conflict. This can help the host country promote a diverse security sector and lead to a positive change in institutional culture.

Human rights: the promotion of gender equality and the equal rights of women and men

Women have an equal right to serve in police forces under Article 21(2) of the Universal Declaration of Human Rights, which guarantees everyone the right to equal access to public service in their country. Since February 2022, the Jordanian Constitution has stated that 'Jordanian men and women shall be equal before the law. There shall be no discrimination between them as regards to their rights and duties on grounds of race, language or religion'.³ Furthermore, the Jordanian National Charter of 1991 restates that equality of men and women before the law, and further states that 'Women are men's partners and equals in contributing to the growth and development of Jordanian society. This requires an affirmation of women's constitutional and legal right to equality, guidance, training and employment as a means of enabling them to play their proper role in the growth and development of society.'⁴

At the legislative level, Jordan passed the Law Regarding Protection from Domestic Violence (Law No. 6/2008) in 2008 and amended it in 2017.

3 Deutsche Welle, 'Jordan's Ambitious Push for Gender Equality' (2/03/2022), available at: www.dw.com/en/jordans-ambitious-push-for-gender-equality/a-60634852 (accessed 22/04/2023).

4 UNHCR, 'Jordanian National Charter of 1991' (1 June 1991), available at: www.refworld.org/docid/3ae6b53b4.html (accessed 22/04/2023).

Under the penal code, sexual harassment can be punished as unwanted sexual conduct. Rape is criminalized in the Jordanian Penal Code (Art. 292), under the following terms: ‘Any person who has sexual intercourse with a female, other than his wife, without her consent, whether by coercion or threat or deception, shall be sentenced to at least 15 years’ imprisonment.’

The General Security Act No. 38 of 1965, as amended, addresses all its members to its various provisions without any discrimination, which reinforces equality among all ranks irrespective of their sex. Jordan’s legislation also applies to the personnel of the PSD and there are a set of instructions and a code of conduct, all of which emphasize the equality of all ranks and that there should be no discrimination between them. This law and its subsequent functional code of conduct and written or oral instructions support the empowerment of all and provide them with access to leadership, creativity, and innovation, which constitutes a stimulating environment for them to become an example in the various ministries and institutions of Jordan, and beyond this to achieve excellence at the Arab , regional and international levels.

The policy framework around gender equality and women’s rights in Jordan includes the following: the Comprehensive National Human Rights Plan 2016-2025 (the third pillar of which includes an objective around the promotion and protection of women’s rights), the National Strategy for Women 2020-2025, and the Communication Strategy on Gender-based Violence 2016-2025.

Jordan’s first National Action Plan (JONAP) on UN Security Council Resolution 1325 was endorsed by the Cabinet in December 2017, covering the period 2018-2021. It included one specific objective on ‘achieving gender-responsiveness and the active participation of women in security and military sectors and peacekeeping missions’. Moreover, JONAP II includes an outcome focused on mainstreaming gender in the security and military sectors and ensuring women’s active participation in these sectors across all levels. JONAP II is planned to be endorsed by the Government of Jordan.

Jordan ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1992 (although with two reservations: on Art. 9 regarding nationality and on Art. 16 regarding equality in marriage and inheritance), and the publication of CEDAW in the official Gazette in 2007 gave it the force of law.⁵ As such, Jordan has an obligation to take measures to eliminate discriminatory practices. In particular, under Art. 5 of CEDAW, Jordan must take ‘appropriate measures to eliminate stereotyping, prejudices, and discriminatory cultural practices’. By highlighting how women in the PSD have successfully challenged stereotypical gender roles in Jordan, the PSD can play a leading role in changing social norms on gender. Thus, the PSD is well placed to support the Government of Jordan’s efforts to meet its commitments to gender equality.

Justification for the selection of Jordan as a pilot country

In selecting the pilot countries for this study, DCAF sought to identify a geographically diverse set of major TPCCs that have demonstrated a commitment to deploying more women in POs.

Jordan is known as a stable country located within a region that is regularly affected by political tensions. Jordan is also widely considered as a leading country when it comes to maintaining local, regional, and international peace and security. Thus, choosing Jordan as one of the participating countries within the pilot phase of the Elsie Initiative made sense in relation to Jordan’s experience and history of contributing to UN POs since 1992.

As of February 2022, Jordan contributes 613 military and police personnel, including 257 police personnel (about 9% of whom are women⁶) and 356 military personnel.⁷ After Egypt and Morocco, this makes Jordan the third biggest UN TPCC in the Middle East and North Africa region. Historically, Jordan is a major contributor of police personnel, consistently placed among the top three police contributors between 2005 and 2015. In 2015, Jordan was the UN’s largest police contributing country (PCC), with 1,531 personnel deployed, and remained in the top five up to 2019. Since the United Nations Mission for Justice Support in Haiti (MINUJUSTH) completed its mandate and closed in October 2019, Jordan’s police contributions have diminished, but Jordan nonetheless remains among the UN’s top ten PCCs.

5 UNDP, UNWOMEN, UNFPA, and ESCWA, Jordan Gender Justice & The Law (2018).

6 UN DPO, ‘Contribution of Uniformed Personnel to UN by Country, Mission and Personnel Type’ as of 28/02/2022, available at: peacekeeping.un.org/sites/default/files/03_country_and_mission_47_feb_2022.pdf (accessed 22/04/2023).

7 UN DPO, Uniformed Personnel Contributing Countries by Ranking as of 28/02/2022, available at: peacekeeping.un.org/sites/default/files/02_country_ranking_47_feb_2022.pdf (accessed 22/04/2023).

Jordan is therefore considered a well-established and committed PCC with a good track record of deploying female police officers. The PSD has the potential to improve the significant participation of its female personnel by:

- ensuring that the **needs** of uniformed women who wish to deploy, and who are currently deployed, are being met;
- ensuring that uniformed women have *de jure* (law/policy) and *de facto* (institutional socio-cultural practices) equal **access** to the rights, benefits, and resources allocated for the pre-deployment process, deployment opportunities, and post-deployment transitions;
- ensuring that uniformed women can **participate** equitably in decision-making, planning, implementation, and evaluation of all PO-related activities by ensuring that qualified women are assigned to all roles in POs;
- allocating **resources** at the national and organizational level to create equitable work environments for uniformed women; and
- ensuring that uniformed women have a measurable **impact** on how POs are conducted.

Public Security Directorate: Profile and national characteristics

The PSD is a statutory body with legal personality associated with the Minister of the Interior, whose units include the Gendarmerie and the Civil Defence Directorate, which are represented by the Director and consist of the following categories: officers, non-commissioned officers, and police officers.⁸ It was first established in 1921 as a force aiming to maintain and strengthen security and stability within Jordan. The security force at that time was linked to the Arab Army and consisted of gendarmerie forces, gendarmerie battalion, regular battalion, and equestrian battalion. Furthermore, the security force performed its duties with the Arab Army until 1958, when a law was issued to separate the Public Security from the Army and link it to the Ministry of Interior.

In December 2019, a Royal Decree was issued to merge the PSD, the Gendarmerie and the Civil Defence Directorate into one law enforcement institution: the Public Security Directorate. In line with human rights principles and Jordan's commitments to peace and security, the PSD plays an effective major role in providing civil and humanitarian security services internally and abroad through various POs. The PSD is divided into departments, directorates, and units governed by a set of laws, regulations, and instructions that regulate their work.

On 16 December 2019, His Majesty King Abdullah II bin Al Hussein directed the government to integrate the Directorates of Civil Defence and Gendarmerie into the PSD. In light of this, Act No. 14 of 2020 amending the Public Security Act was promulgated in response to this vision to ensure deeper professional security coordination and improved services to citizens.

The PSD has a number of duties, including protecting life and property, preventing and arresting criminals, bringing them to justice, assisting various ministries and institutions in carrying out their duties, ensuring the protection of facilities, providing ambulance and rescue services, fighting fires, and providing civil protection requirements.

The first training school for women's police personnel was established in 1972. In the same year, Jordan became the first Arab state to integrate women into the national police force. A few years later – in 1978 – the Royal High Will approved Princess Basma's name for the Women's Police Training School as the 'Princess Basma Women Police Training Institute'. In 1987, the decision to establish the Women's Police Command was issued; the Princess Basma Institute became part of the Women's Police Command and was administratively linked to the Women's Police Leadership, and linked to the Training Department on a technical level. A number of resolutions had also been issued to establish a leadership mandate, and in 2001 the Women's Police Command was renamed the Women's Police Department, but was dissolved in 2021. The Command aims at qualifying and empowering women leadership and enhancing cooperation and coordination with partners to provide security police services that consider women's and girls' needs.

The leadership aims to capacitate and empower women's role in leadership, as well as enhance the cooperation and coordination with partners to provide security police services that prioritise the needs of women and girls in consideration.

The Gender Office, which is a specialized office within the PSD, was created and established as part of the wider efforts of the PSD and its deep commitment to gender integration and effective participation of all groups, including women and men, in all units within the PSD. The Gender Office carries out the following basic tasks:

- Integration and institutionalization of a gender perspective and support for the development of gender-sensitive policies, strategies and programmes in the PSD.
- Dissemination of the culture of gender concept and Security Council Resolution 1325 on women, peace and security in the PSD and at all levels.
- Maintenance of positive working relationships with a wide network of partners, and preparation of international and national reports that are concerned with reflecting the efforts that PSD has put in to integrate a gender perspective and the state
- Identification of training needs in the field of gender integration and preparation of specialized training programmes in coordination with the Training Directorate and in line with the training plan of the PSD and at all levels.
- Coordinate with gender ambassadors as supporters and advocates for the integration of gender in the PSD and supervision of the capacity-building of gender officers in various public security units and follow up on implementation of their duties.
- Supervision with regard to following up the implementation of the Annual Plan of Action for the Integration of a Gender Perspective and the Operational Plan for the Strategy for the Integration of Gender in the PSD.
- Preparation of analytical studies on the proportion of female personnel in all public security formations and units and various areas of work, and setting the necessary targets for the coming years based on the strategic plan to integrate a gender perspective.

A gender adviser has been appointed in the PSD to advise on the integration of a gender perspective and the operationalization of Security Council Resolution 1325 and ten other resolutions shaping the WPS agenda. She/he is also concerned with the preparation of studies and consultations and the provision of information for decision-makers in the PSD to integrate a gender perspective in all areas (policies, security doctrine, procedures, concepts, education and training, crisis and conflict analysis, operations and missions).

The PSD in Jordan is one of the pioneer sectors in promoting the participation of women in the sector and in POs. In order to ensure that the PSD's security services meet the needs of the whole community – women, men, girls, and boys – the PSD worked on promoting gender equality through adopting the Jordanian National Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (JONAP I) (2018-2021).

JONAP had a major impact on promoting women's participation in peace and security, and particularly in the security and military sectors. In 2020, the merging of Civil Defence and Gendarmerie departments into the PSD increased the number of women participants in POs. In 2019, women constituted 3.60% of all PSD personnel deployed to POs, but after merging, this percentage increased to 21.1% (2020). The percentage of female personnel deployed in POs increased by 16.8 percentage points by the PSD in 2020, from the JONAP baseline.

Under the umbrella of JONAP I, the PSD has witnessed the following changes in the representation of women in the police:

- Women's representation in the PSD: from 4.77% in 2017 to 6.2% in 2021
- Women's participation in POs from the PSD: from 4.3% in 2017 to 8.5% in 2021
- Number of gender liaison officers in the various units of the PSD is 20.

In 2020, the PSD endorsed a gender mainstreaming strategy (2021-2024) to strengthen the gender responsiveness of institutional capacity, and to identify and remove all barriers and obstacles to the full and meaningful participation of women in the security sector.

Jordan's contribution to POs

Historical perspective

Jordan became a member of the United Nations General Assembly in 1955 and has a pioneering role in supporting and contributing to international POs in various regions that have been subjected to intrastate conflicts and civil wars. At first, the Jordanian contribution was represented by experienced personnel in the police missions of the UN from both the PSD and Gendarmerie.

Jordan's first participation in POs was in 1992 in the mission of Croatia (UNPROFOR) and Cambodia (UNTAC), while the first participation as FPU was in 2000 to the mission of Kosovo (UNMIK). Since that date, the PSD has sought, in terms of raising the efficiency and capacity of the participants, to enhance its participation and maintain Jordan's role in global peace and security.

As a result of the continuous development in the concept of the UN's missions, the different nature of the duties assigned to these missions, within the framework of restructuring and building the police services, and the specialized qualifications that are required to meet the mission's nature and needs, the PSD established the Jordan Police Department of Peacekeeping Operations (JPDPKO) on 21 March 2012. Moreover, in order to enhance its work in the field of POs, the PSD established the Peacekeeping Operations Training Centre on 26 February 2013. The centre provides advanced skills and training to the intended deployed personnel based on the international standards of police work. It was attached to JPDPKO to highlight the role and expertise of both PSD and Gendarmerie forces within UN POs.

In that context, the adoption of 1325 JONAP – which served as a road map for the national institutions concerned – by the PSD is essential to recognize the importance of and enhance women's participation in POs and missions and is a step in ensuring the efficiency and sustainability of conflict resolution operations; by assessing and addressing women's needs in these sectors and in conflict areas.

Since 1992, Jordan has participated in 30 UN POs, deploying a total of 6,155 international observers, 26,047 FPUs, and 69 UN posts as of February 2022. Jordan is currently participating in eight UN peace operations: MINURSO, MINUSCA, MINUSMA, MONUSCO, UNFICYP, UNISFA, UNITAMS, and UNMISS.

The participation of female police began in 2007 as international observers in the United Nations Mission in South Sudan (UNMISS). In total, as of February 2022, Jordan has deployed 156 women police.

Table 1: Statistics of Jordanian women's participation in POs

Mission	Year of first participation of female PSD personnel	Number of female PSD personnel deployed prior to February 2022	Number of female PSD personnel deployed as of February 2022 (ongoing participation)	Total number of female PSD personnel having taken part in UN POs (currently and formerly)
South Sudan (UNMISS)	2007	33	7	40
Kosovo (UNMIK)	2008	4	-	4
Afghanistan (UNAMA)	2009	8	-	8
Darfur (UNAMID)	2010	81	-	81
Libya (UNSMIL)	2014	2	-	2
Abyei (UNISFA)	2017	1	1	2
Cyprus (UNFICYP)	2019	2	1	3
DR Congo (MONUSCO)	2021	-	14	14
Sudan / Khartoum (UNITAMS)	2021	-	2	2
TOTAL		131	25	156

Table 2: Current participation of PSD personnel in UN POs (April 2022)⁹

Mission	Personnel type	Male	Female	Total
MINUSCA	Individual police	40	0	40
MINUSMA	Individual police	9	0	9
MONUSCO	Formed police unit	164	14	178
	Individual police	9	2	11
UNFICYP	Individual police	3	1	4
UNISFA	Individual police	1	1	2
UNTAMS	Individual police	0	1	1
UNMISS	Individual police	9	8	17
TOTAL		235	27	262

UN POs as national priorities

In-depth interviews with security sector leadership in Jordan suggest that participating in UN POs is seen as a national priority for Jordan. As one senior officer explains: “There is no doubt that it is a priority, as Jordan is one of the first countries in the field of peacekeeping, and this is an important factor for the country, to be among the countries that seek global peace and to be an active member in this field.”

Jordan’s involvement in POs not only speaks to its commitment in pursuing global peace, but also offers insight into its strategic interest in preserving public security in the region and beyond. While there are no regional missions, Jordan has launched a sustainable plan to ensure the prioritization of POs as a national objective for the PSD, in order to ensure the integration of operational efforts and the coordination of security performance; the continuous and sustainable development of security efforts; the protection, promotion, and preservation of human rights; and the development of security awareness and community peace. Jordan’s participation in POs is part of the vision and mission of Jordanian public security to be a leading security institution not only at the local but also at the international level in implementation of the directives of His Majesty King Abdullah II bin Al Hussein. This is evidenced by the presence of a competent department (Department of Peacekeeping Operations) to select, prepare, and qualify troops for sustainable engagement in tasks. Within the context of this plan, interviewees suggest that ‘deploying police personnel is a priority at the national, regional, and international levels’.

Decision-making regarding UN deployments

For Jordan, assignment and deployment are based on decision-making by the UN Security Council and its member states. Respondents suggest that the size and nature of brigades for a given PO are developed through consideration of the needs and objectives of the resolution issued by the Security Council. Under the auspices of the Institute for the Administration of Peacekeeping Operations, an inspection survey of the mission location is conducted, and the results of that survey determine the plausibility and extent of Jordan’s participation in the PO.

With the exception of cases in which there is no central state (insurgency), Jordan often elects to participate in cases with a central state where there is at least some level of protocol or rule of law. In its participation, the Jordanian forces seek to help the central state build local police forces and strengthen its capacity to enforce the law. Two types of police force are sent, which include a force that is assembled based on a Response Brigades system (full participation) or an international police observation to monitor violations and resolve outstanding issues using legal means. The size of the brigade is determined based on the magnitude of the task. Individual deployment considerations include the person’s willingness to join forces, and their training, language skills, and experience. Also, the training courses received must be comprehensive, including in the field of human rights, to be eligible for deployment. There are complementary skills that also prove useful to be selected for deployment such as having experience in negotiating.

Following Jordan’s first year involving female peacekeepers in its mission in 2007, the demand for women’s participation in the PO forces increased significantly. Respondents explain that this increased demand was the result of the women peacekeepers’ “presence, readiness, and discipline, and their participation in Darfur was the biggest proof of that.”

⁹ UN DPO, Contribution of Uniformed Personnel to UN by Country, Mission, and Personnel Type as of: 30/04/2022, available at: peacekeeping.un.org/sites/default/files/03_country_and_mission_49_april_2022.pdf.pdf

03

Methodology

Methodology

Overview of the MOWIP assessment methodology

The MOWIP methodology¹⁰ is a unique tool to assess and improve women's meaningful participation in POs. It provides a systematic and comprehensive framework for identifying both a security institution's existing good practices and possible improvements in each of ten issue areas identified as central to women's meaningful participation. Factors relevant to assessing women's meaningful participation in POs are not limited to the specific time of deployment, but also include the policies, practices, and experiences of women and men within the security institution. Thus, the good practices and possible improvements identified by the MOWIP methodology can be used both to improve the meaningful participation of women in uniform in POs and to improve the conditions for equal opportunities between men and women in the security institution under study. POs cannot be separated from the security institution that manages deployments: advancing the equality and inclusion of women and men in general within the institution also reinforces the trend towards meaningful participation of women in deployments.

The ten issue areas discussed in this report include all the factors that shape the numbers and nature of women's participation in POs from initial recruitment into the PSD to deployment on mission. These factors can be either positive (good practices at the institutional level that contribute to women's meaningful participation) or negative (barriers to women's meaningful participation at the institutional level). For each issue area, the MOWIP methodology uncovers whether and to what extent it constitutes a barrier or an opportunity. Its main objectives are to:

- provide a comprehensive set of issue areas within a given security institution that could be improved to increase women's meaningful participation in UN POs;
- identify the good practices within the security institution that can be leveraged, scaled up, and/or disseminated more broadly;
- apply a set of tools and a comprehensive list of indicators to measure the importance of each issue area for increasing women's meaningful participation in the security institution; and
- determine the differential impact of each issue area in the security institution.

The MOWIP methodology comprises three components, which are implemented by the national assessment team:

- The **fact-finding form (FFF)**, which contains approximately 200 questions designed to collect qualitative and quantitative data from official sources about PSD deployment to UN POs.
- **Key decision-maker interviews**, in which information on decision-making with regards to deployment in POs is collected in security institutions.
- A **survey** of deployed and non-deployed PSD personnel, both male and female.

After processing and analysing the data from the three data collection tools, each issue area is **ranked based on a colour coding**. Red indicates the issue areas that constitute the most significant barriers and green indicates areas of low priority or opportunity. The survey data is compared with the data from the FFF to look for inconsistencies between institutional reforms and policies and PSD personnel's actual experiences and perceptions.

The analysis of the survey data takes into consideration rank, age, and past deployment(s). We identify cases where there are statistically significant differences¹¹ between male and female respondents in the survey. This indicates that differences in responses between men and women may reflect real differences in their experiences and perceptions, rather than being due to chance or the fact that women would be over-represented in certain grades or services. The survey data is compared with the FFF data to examine gaps between institutional policies and the actual experiences and perceptions of PSD personnel.

¹⁰ Karim, Sabrina, *MOWIP Methodology: Measuring Opportunities for Women in Peace Operations* (Geneva: DCAF, 2020), available at: www.dcaf.ch/sites/default/files/publications/documents/MOWIP_Methodology_3.pdf (accessed 22/04/2023).

¹¹ If the survey were repeated many times, men and women would respond in a unique way from each other when considering other factors that may also influence responses (such as rank, age, deployment status, and service). Statistical significance was determined by a p-value of 0.1 or less in the regression models described in the box.

Analysis of the survey data

The data was analysed in several ways. First, descriptive statistics were calculated for the full sample, for women, for men, for those previously deployed to a UN PO and for those never deployed to a UN PO. Second, t-tests – which determine whether the mean value of respondents varies between male and female personnel and between deployed and non-deployed personnel – were conducted to determine whether there was a significant difference between respondents in these subgroups (distinguished by gender and deployment status). Third, regression models were used to determine whether male and female personnel as well as deployed and non-deployed personnel responded in a statistically significant manner, taking into account other factors that may influence responses, such as age, rank, and service type.

If there was a statistically significant difference between men and women (when there was a p-value less than 0.05), we give details in this report. If we do not give details of different response proportions between male and female personnel, it indicates that there was no significant difference between male and female respondents, all other factors being constant. The regression models were run as logistic regression when the response was dichotomous (for example, when the response options were yes or no) and ordinal logistic regression when the response options were categorical or ordinal (for example, questions that asked how much the person agreed with a certain statement). For continuous variables, ordinary least squares regression was used.

A first draft of the MOWIP report is written based on the data analysis and the ranking of the ten issue areas. The completion of the draft report marks the start of the validation process, during which the assessed security institution becomes engaged in providing feedback, contextual and institutional information and additional clarifications and interpretations of the data. The key findings from the report (main opportunities and barriers) are presented to key stakeholders within the security institution during the oral report, which allows the institution to contribute substantially to the report. The inputs from the oral report are then integrated into the draft report, which is finalized and submitted to the security institution for review in preparation for the validation workshop. The validation workshop constitutes an opportunity for the security institution to review the findings of the entire report in great detail, to validate the findings, and to develop evidence-based recommendations. The security institution also uses this opportunity to develop the content for the public version of the report, as all countries have an internal report, which does not have redactions.

The MOWIP methodology therefore produces robust and evidence-based findings drawing on perspectives from within the institution, and the knowledge acquired by the assessment team as well as from national and international experts who have an academic background in gender and POs. It can be used to provide transformative, evidence-based recommendations that effectively target the root causes that prevent uniformed personnel, particularly women, from deploying to POs. Using a common methodology across many TPCCs also allows for the identification of universal barriers that need to be addressed at the UN level; and highlights good practices that can be shared and adapted to other contexts.

JNCW: The national research institution

The Jordanian National Commission for Women (JNCW) was established as a national machinery to promote women's status in Jordan in accordance with the cabinet's decision no. 21/11/3382 in 1992. Chaired by Her Royal Highness Princess Basma bint Talal, the Commission's board includes representation of relevant ministers, civil society organizations, and the private sector. JNCW seeks to ensure that Jordan complies with its national, regional, and international commitments, which aim at improving women's status and their participation in sustainable development.

On 21 September 1996, the Jordanian cabinet designated JNCW as a national reference for all official entities and a representative of the Kingdom in all women-related issues and activities. The Commission's tasks and responsibilities were identified along the following key themes:

- mainstreaming women's issues and priorities in national strategies, policies, legislation, plans and budgets;
- monitoring discrimination against women and assessing progress vis-à-vis equality and equal opportunities; and
- advocacy for women's issues and raising awareness on their role and participation in achieving national sustainable development.

JNCW's mission is to advance women's status and maintain their achievements in Jordan, and to promote a positive and supportive attitude and environment that value women's role through a participatory approach that engages all stakeholders.

JNCW was chosen as the national partner to conduct the MOWIP assessment with the PSD based on its long-standing work on gender equality and women's rights in Jordan, as well its leading role in the drafting of Jordan's first national plan and the development of the second national plan to give effect to UN Security Council Resolution 1325 on women, peace and security.

The assessment team

Under the supervision of its Secretary General, JNCW assigned the Knowledge Management Specialist on the WPS Agenda as a coordinator to lead the research in collaboration with the PSD, which established a technical committee to facilitate the mission with the directorate. In turn, JNCW recruited two part-time female researchers, to conduct the key decision-maker interviews, and nine enumerators (five women and four men), to conduct the survey across Jordan, after equipping them with the needed skills to effectively collect the data.

Implementing the MOWIP in the Public Security Directorate

The implementation of the MOWIP assessment for the PSD took place between April 2019 and December 2021.

The process was kick-started in April 2019, through conducting a field visit by DCAF to Jordan, where JNCW organized four bilateral meetings¹² with the Jordanian Armed Forces (JAF), the PSD and the Gendarmerie to present the Elsie Initiative and pave the way to implement the research in their respective institutions. Following the visit, the decision was made to implement the MOWIP methodology with the PSD and the Gendarmerie. Accordingly, JNCW developed the research's work plan and timeline, and issued formal letters to start the implementation within the PSD and the Gendarmerie. In this phase, JNCW worked on the selection criteria for researchers and enumerators to be contracted by JNCW.

The first nine key decision-maker interviews took place in July 2019 in the Gendarmerie. In parallel, DCAF and Cornell University trained five enumerators on the methodology to enable them to conduct the survey in the PSD and the Gendarmerie. In the same period, the Gendarmerie filled in the FFF and shared it with JNCW.

12 Attendees: The Director of the Peacekeeping Operations Training Centre/ PSD; The Chief of International Contacts and Arms Control Branch at the Directorate of Planning and Organisation/ JAF; The Head of the Directorate of Military Women's Affairs/ JAF. The Operations Assistant at the General Directorate of the Gendarmerie.

The PSD conducted a thorough revision of all project documents in September 2019. In that context, the PSD established a technical committee from different units¹³ to facilitate the process within the PSD – especially after restructuring the PSD and merging Police, Civil Defence, and Gendarmerie under the umbrella of the PSD. Moreover, the PSD developed a Memorandum of Understanding (MoU) to better coordinate the work among DCAF, JNCW, and the PSD. The MoU was signed by the three parties on 29 September 2020.

In December 2020, the Ministry of Foreign Affairs was formally contacted to launch the implementation of the research. Accordingly, the MoU to continue the mission in Jordan was published in the Official Gazette. In January 2021, the process of reviewing and localizing the data collection tools was started with designated teams from DCAF, JNCW, the PSD, and Cornell University. This revision aimed at contextualizing the tools to suit the Jordanian context.

In the period from January to September 2021, 11 additional key decision-maker interviews from the PSD were conducted. In total, 20 interviews were completed between 2019 and 2021 (with 18 male leaders and 2 female leaders) and shared with DCAF and Cornell University. In addition, JNCW conducted an in-person localization workshop on 20-22 May 2021, to approve the final version of both the survey and the FFF. The tools went through formal approval procedures by the PSD and were approved on 9 September 2021. JNCW and the PSD also reviewed the survey sampling strategy to ensure that Jordan could meet the set criteria. The sampling frame was logically set; however, meeting these equal criteria (i.e. 50% of the sample to be women, including half with deployment experience and half with no deployment experience) in Jordan proved to be difficult, considering that Jordan's experience in women's deployment to POs is still under development, especially with regard to deployed women from all ranks. Thus, alternative criteria were developed to meet the threshold, based on the MOWIP methodology: women with no deployment experience were oversampled compared with women with deployment experience in order to achieve the desired representation of women in the overall sample.

The localization process was crucial to find a common ground between the standardized tools and questions and with the context of Jordan, taking into account the language, traditions, and cultural taboos, as well as the institutional context of the PSD. In particular, numerous survey questions were rephrased in order to be acceptable and understandable to surveyed personnel.

Following the localization process, the PSD completed the FFF in a participatory approach with its different departments, and JNCW contributed to the FFF by documenting JONAP's efforts in advancing women's role in peace and security.

The survey implementation phase in the five governorates took place from November to December 2021. Nine enumerators headed to Amman, Aqaba, Irbid, Karak, and Salt to meet the sampling frame criteria. These five regions were selected in order to cover Jordan as a whole, and because the majority of PSD personnel are located in these five governorates. Selecting these governorates made it easier for PSD personnel from the surrounding governorates to participate in the survey in these locations.

The survey was based on a questionnaire, which comprised 380 questions lasting between one and one and a half hours. The Jordan sample included a total of 381 personnel, of which 194 were women and 187 were men. Moreover, 91 men and 28 female personnel (total of 119) in the sample had deployed to at least one UN mission. More specifically, 74 survey respondents said that they were deployed to one mission (58 men and 16 women); 28 said that they were deployed to two missions (16 men and 12 women); 13 men said that they were deployed to three missions; 1 man to four missions; 1 man to five missions; and 1 man to six missions.

Among respondents, the average age of joining the PSD for men was 21.6 and for women was 23.7.

In terms of geographical region, 61 survey respondents were from the Central region, 127 from the Capital region, 136 from the Northern region, 39 from the Southern region, and 18 from the Aqaba Governorate (see Table 4). Sixty of the respondents (18 men and 42 women) were single; 310 (168 men and 142 women) were married; 9 (1 man and 8 women) were divorced; and 2 were widows. On average, men had three children and women had two. The average length of service among men and women was 16 years and 12 years respectively..

Table 3: PSD sample by rank and gender¹⁴

Rank	No. of men	No. of women
Low rank	17	46
Median rank	87	106
High rank	81	41
Total	185	193

Table 4: PSD sample by geographical location

Location of survey	No. in survey	Percentage
Central Region	61	16%
Capital Region	127	33%
Northern Region	136	36%
Southern Region	39	10%
Aqaba Governorate	18	5%
Total	381	100%

The Cornell team then processed and analysed the survey data, focusing on statistically significant differences between women and men, as well as between personnel who had experience of deployment and those who had not.

The preliminary oral report took place in March 2022. During the preliminary oral report, JNCW and Cornell University presented to the PSD Technical Committee the key barriers and opportunities identified in each issue area as well as the overall ranking of issue areas (as high, medium and low priority). The oral report was also an opportunity to define the way forward for the Technical Committee to contribute to the report writing and feedback process. Following the oral report, the first draft of the report was submitted to the Technical Committee for feedback. The Technical Committee provided written input and additional information, which were integrated in the draft report. The latter was finalized in July 2022 and again presented to the PSD and reviewed during the workshop for approval.











04

Results of the MOWIP assessment

Results of the MOWIP assessment

The MOWIP methodology measures opportunities and barriers in ten issue areas. Each issue area is given a score, to highlight areas where the security institution should focus its future efforts to improve the meaningful participation of women in uniform in POs. Table 5 is a summary of the findings; the following sections of the report provide more detail on the barriers and opportunities by issue area.

Table 5: Summary of the MOWIP assessment results

Pre-deployment stage: including factors that effect force generation			Cross-cutting issue areas	
	1	ELIGIBLE POOL Are there enough women in national institutions?		
	2	DEPLOYMENT CRITERIA Do the criteria match the skills needed in operation?	9	10
	3	DEPLOYMENT SELECTION Does everyone have a fair chance to deploy?	GENDER ROLES Do preconceived notions about women affect their ability to be deployed and to participate meaningfully?	SOCIAL EXCLUSION Are women treated as full team members?
	4	HOUSEHOLD CONSTRAINTS Are there arrangements for the families of deployed women?		
Deployment stage: including difficulties for women during operations				
	5	PEACE OPERATIONS INFRASTRUCTURE Are accommodation and equipment designed to meet women's needs?		
	6	PEACE OPERATIONS EXPERIENCES Do positive and negative experiences in operations affect women's deployment decisions?		
Post-deployment stage: including factors affecting redeployment				
	7	CAREER VALUE Do deployments advance women's careers?		
All stages				
	8	TOP-DOWN LEADERSHIP Do leaders at all levels support women's deployment?		

- HIGH PRIORITY
- MEDIUM PRIORITY
- LOW PRIORITY
- INSTITUTIONAL ISSUE AREAS
- CROSS-CUTTING ISSUES AREAS

Understanding the results

In the following sections, a one-page summary of the results will be given for each issue area, followed by a detailed explanation of the results.

Understanding the classification of each issue area (high, medium, or low priority)¹⁵

In classifying the issue areas, the methodology also takes into account differences in the results of the FFF, the interviews, and the survey. Specifically, it examines:

- whether the FFF and key decision-maker interview responses on policies, practices, and programmes are different from the survey responses, which measure personnel experiences of these policies, practices, and programmes;
- whether certain policies or practices disproportionately affect women and men (for example, requirements for a minimum height may favour men because they are taller on average than women); and
- whether there is a significant difference in the way women and men answer each survey question.

The results thus highlight opportunities and barriers to women's meaningful participation in UN POs, as well as gaps in the implementation of existing policies and differences in perceptions between senior and junior personnel, and between women and men.

The data from these three tools is used to measure a set of indicators for each issue area. The indicators are measured using the MOWIP Indicator Form, on the basis of four scores:

- the Implementation Gap Score, which indicates the extent to which there is a gap between the policies, practices, and programmes, and personnel's experiences of those policies, practices, and programmes;
- the Barrier Score, which indicates the extent to which the issue area is a barrier for men and women;
- the Institutional Barrier to Women Score, which indicates the extent to which the issue area affects only or disproportionately women; and
- the Women's Gap in Experience Score, which indicates the extent to which this issue area is experienced or perceived as a barrier more commonly or more strongly by women than it is experienced by men.

The four scores measure different dimensions of what constitutes a barrier. The Barrier Score measures the degree to which an issue area is a barrier for men's and women's meaningful participation. But to understand whether an issue area affects women it is important to understand whether particular indicators disproportionately affect women and how well the country is performing specifically on those indicators (Institutional Barrier to Women Score). Moreover, the actual experiences of the personnel might not match the stated policies, programmes, and practices. Thus, it is also important to measure whether experiences match what is on paper (Implementation Gap Score), and whether women experience the issue in different ways than men do (Women's Gap in Experience Score). Each score ranges from 0 to 1, 0 being the most concerning and 1 indicating no barrier.

Then, all indicators within an issue area are examined together to determine whether the issue area in question is high, medium, or low priority for follow-up activities. The results thus highlight opportunities and barriers to women's meaningful participation in UN POs, as well as gaps in the implementation of existing policies and differences in perceptions between senior and junior personnel, and between women and men.

Cross-cutting issue areas

Issue areas 9 (gender roles) and 10 (social exclusion), which reflect the values, norms, perceptions, behaviours, and practices of individuals within security institutions, as well as the institutional cultures and group dynamics that these entail, are cross-cutting; indeed, they impact on all of the issue areas from 1 to 8. The findings for issue areas 1 to 8 include a section on how these cross-cutting issue areas affected the results. This will help guide recommendations, as transformational change can involve both policy and attitudinal changes.

Additional information

The report contains the most important findings identified by DCAF and Cornell University. Further analysis can be conducted using the dataset, if required, for follow-up activities.



ISSUE AREA 1: Eligible pool

HIGH
PRIORITY

Issue area 1 – Eligible pool – examines whether there are enough women in the PSD to meet the targets set out in the UN DPOs ‘Gender Strategy for Uniformed Personnel 2018- 2028’¹⁶: by 2028, women should make up 20% of FPU and 30% of IPOs.

Issue area 1 is an area of high priority for the PSD, as it received a low score in all areas of concern. This indicates that issue area 1 represents a barrier for both men and women, that there are gaps in implementation between policies and practice and personnel’s experiences of these policies and practice, and finally that women are particularly affected by the barriers presented in this issue area.

Summary of findings

MAIN OPPORTUNITIES

- In the past decade, the PSD has been conducting specific recruitment drives to increase the representation of women among its personnel.
- Men and women in the PSD have equal opportunities to participate in in-service training.
- Men and women who have been deployed are equally likely to want to redeploy.

MAIN BARRIERS

- Women are under-represented in the PSD and have limited access to leadership positions. There are various reasons for this – not just the application procedure – as the process is subject to a number of criteria, the most important of which is rank and number of years of service in the PSD. Women’s under-representation and lack of access to leadership positions can constitute a significant barrier to their deployment as part of Jordan’s police contributions.
- Although women are significantly under-represented in the PSD, a number of men and women in the PSD perceive affirmative action or equity measures as a form of professional favouritism towards women, at the expense of men.
- Women are less likely than men to want to deploy, to believe that they would be able to deploy if they wanted to, and to apply to deploy – which indicates that women may be self-selecting out of deployment opportunities.

GAPS IN PERCEPTION AND EXPERIENCE

- Surveyed women were more likely than surveyed men to report perceptions of unfairness and favouritism based on various identity markers in the PSD when it comes to jobs and promotions.
- While both men and women report a lack of access to suitable uniforms, despite the fact that the PSD has a uniform manufacturing factory for women’s and men’s public security cadres, women have multiple uniform options. However, both men and women report issues such as a lack of proper uniforms, equipment, sleeping quarters, and bathrooms, but women are more affected by the lack of availability and readiness of infrastructure than men.
- Women are more likely than men to consider leaving the PSD.

CROSS-CUTTING ISSUE AREAS

- The PSD is still a predominantly masculine institution. Women in the PSD are under-represented, particularly in leadership positions, which is consistent with gender stereotypes regarding women’s ability to lead in a security institution (issue area 9). As a result, few PSD staff have been supervised by a woman, to counter stereotypes and assumptions through directly experiencing female leaders’ competence.
- Women are less well integrated than their male counterparts, as shown by their perception of discrimination and unfairness in how jobs and promotions are allocated and by women’s limited access to suitable uniforms, equipment, and facilities. As a result, they are more likely to consider leaving (issue area 10).
- It should be noted that as the PSD places more and more focus on recruiting women in a variety of roles, there is significant potential for change.

Detailed findings

OPPORTUNITIES

Women have been allowed to serve in the PSD for more than 50 years.

Women were first allowed to join the PSD in 1972, when the first school was established and from which the very first female police officers' troop graduated, which consisted of only six women.

According to the leadership, 'The Jordanian women have become largely able to carry out the same duties that their colleagues, the public security men, perform.'

Women have access to in-service training within the PSD.

Ninety-four per cent of surveyed personnel have experienced in-service training. Both men and women said that they participated in training within the PSD. It is worth mentioning that women within the PSD participate in all courses held through the Department of Training in all academic, qualitative, and specialized fields. They also participate in all courses of the Institute for the Training of Peacekeeping Operations in Peacekeeping, Human Rights, Security Council Resolution 1325, preparatory courses for UN examinations in English and French, and pre-deployment preparation and rehabilitation courses.

There have been specific recruitment drives for women within the past ten years.

In general, recruitment announcements are advertised for both men and women; announcements are based on needs and vacancies. In addition, the PSD conducts recruitment campaigns for women, aiming to increase women's participation in this sector. This indicates that efforts are being made to increase women's numerical representation in the PSD. For example, campaigns were being conducted at universities to encourage female students to join public security and have highlighted success stories of women's participation in public security and PO functions through women's police leadership. In addition, the role of women in the security and military sectors has been incorporated into the military subject taught at universities.

In recent years, when announcements for recruitment have been made, the numbers of male and female applicants have increased significantly. Statistics provided in the Introduction highlight the increase in women's representation in the PSD as a result. However, it should be noted that the PSD had not conducted recruitment since the start of the Covid-19 pandemic up to finalizing the study surveys.

Men and women join the PSD for a variety of reasons.

The top three reasons for women to join the PSD were: job stability; financial reasons; and because it was a childhood dream. The top three reasons for men to join the PSD were: job stability; financial reasons; and to serve the country. See Table 1.1.

Table 1.1: Survey responses to the question 'Why did you join the PSD?'

Reason	Men	Women		Men	Women
Financial	48%	37%	Adventure	13%	5%
Overall benefits	35%	10%	To travel	15%	3%
Job stability	76%	70%	Childhood dream	23%	35%
Friends in the PSD	14%	3%	To help people	31%	25%
Family in the PSD	15%	7%	To serve country	42%	34%
To be a hero	13%	5%			

Women and men who have deployed are equally likely to want to redeploy, and women are more likely to believe they will be able to.

Of the personnel who have been deployed, 89% of men and 89% of women want to re-deploy. Interestingly, when asked 'Do you think you will be able to deploy to another mission?', 64% of men and 86% of women said that they will be able to redeploy. Women are significantly more likely to think that they can re-deploy, although the FFF indicates that women are not equally likely to redeploy as men are.

Extensions are possible and occur regularly.

According to the FFF, personnel are allowed to extend their mission. Furthermore, women in the deployed sample have been able to extend their mission more so than men (82% of women have extended their mission versus 65% of men).

BARRIERS

There are not enough women in the PSD to meet the objectives of the UN DPO's 'Gender Strategy for Uniformed Personnel 2018- 2028'.

Despite the fact that the number of female applicants for the UN examination is equal to the proportion approved for representation of female uniformed personnel, the total percentage of women in the PSD in 2021 was only 6.2%. This low percentage means that women would have to deploy multiple times over the years in order to meet the objective.

There seems to be little institutional effort to advertise recruitment opportunities in the PSD among the general public.

The PSD attempts to recruit from the Jordanian society. The means of announcing the PSD's vacancies are through daily newspapers, television, or social media. Opportunities for open positions (which are controlled by the UN) are also circulated to specific lists or newsletters that are sent to different departments within the PSD and those who meet the requirements can be nominated. However, the number of personnel who found out about opportunities within the PSD through public means is low. Only 33% have seen opportunities through newspapers, 4% through TV, and 7% through social media. Most of the personnel have heard about opportunities directly through their family (40%) and friends (17%). See Table 1.2.

The PSD constantly analyses the context so that deployment opportunities are advertised using the most sought-after means, such as social media, and provide access to as many as possible.

Table 1.2: Survey responses to the question 'How did you learn about joining the PSD?'

Source	Men	Women	Source	Men	Women
Family	36%	45%	Social media	0%	14%
Friends	13%	21%	School	0%	0%
Newspaper	32%	34%	Mentor	0%	0%
TV	3%	6%	Recruiter	0%	0%
Radio	0%	0%	Personal research	26%	3%

Women in leadership positions.

The PSD has confirmed that it relies on specific criteria for leadership positions' assignments, for instance rank and seniority of appointment, regardless of the candidates' gender.

Although a number of female officers are currently serving as unit commanders and heads of departments and branches in central and field units, 62% of men – of the personnel surveyed – have served in at least one leadership position compared with 43% of women.

According to the leadership, "There should be an equal distribution of police personnel in leadership positions in the peacekeeping forces, based on experience and qualifications, and the spirit of competition should be fully available among men and women in a manner that guarantees the protection of women from verbal and physical violence."¹⁷

As a result of women's under-representation in leadership positions, only 15% of survey respondents said they have had a female supervisor.

Limited access to uniforms, facilities, and equipment within the PSD impacts both men and women but affects women significantly more.

The PSD has uniforms in multiple sizes, and personnel can change uniforms if needed.

Yet only 56% of personnel said that the uniforms provided by the PSD always fit their body. Twenty-nine per cent of female survey respondents said that their uniform did not fit their body, while only 7% of male respondents said so.

When asked 'Does the Public Security Directorate in Jordan provide you with the necessary equipment to perform your work?', 13% of the personnel said they were not given equitable access to equipment, of which 81%¹⁸ were women and 19% were men. More specifically, 5% of men and 20% of women surveyed said that they were not given necessary equipment to do their job.

¹⁷ It is the responsibility of the United Nations to deploy personnel to leadership positions in PO forces.

¹⁸ According to the PSD, when the survey was conducted, uniformed women were not required to possess weapons during the missions until their participation in MONUSCO

Six per cent of all the personnel surveyed (of which 62% were women) said that they did not have access to their preferred bathroom within the PSD. Women were more likely to say they did not have access to their preferred bathroom within the PSD. Only 4% of men said they did not have access to their preferred bathroom, while 7% of women said the same.

Furthermore, none of the men but 13% of women (25 female respondents) said that there are no sleeping facilities in several units for them within the institution. It must be noted that not all units and directorates need sleeping quarters, depending on the nature of the work.

The PSD provides logistical support for the dispensing of suitable uniforms twice a year. There are several uniform styles for women (work suit, skirt with coat, trousers with coat, trousers with shirt). With regard to equipment, all logistical supplies that ensure the performance of the uniformed personnel according to their tasks are secured on the basis of a supply plan for each unit. Although the General Security Directorate's infrastructure is weak, there are toilets for both sexes in each unit. See Table 1.3.

Table 1.3: Survey responses to the question 'What facilities/equipment did the PSD in Jordan provide that were insufficient?'

Facility	Men	Women	Facility	Men	Women
Toilets	12%	54%	Resting areas	15%	52%
Sleeping facilities	15%	34%	Uniforms	13%	42%
Office spaces	10%	52%	Equipment	13%	49%
Eating facilities	9%	45%			

Women are less likely to have taken international training classes, particularly women with no deployment experience.

Only 29% of the surveyed personnel said they had been involved in international police training or police training abroad (not necessarily related to POs), of which 77% were men and only 13% were women. Seventy-one per cent of surveyed personnel overall had never participated in international training.

Of survey participants with deployment experience, 34% said they had never participated in international training or training that takes place abroad (not necessarily related to POs). In particular, 29% of all men deployed to a UN mission and 48% of all women deployed to a UN mission said that they had not taken any international training classes.

Percentage of women considering retiring from the PSD compared with men.

Among the survey respondents, 75% reported that they were not considering retirement. Of those reporting considering retirement, 66% were women and 34% were men. According to the PSD, the reason for leaving their jobs varies from one person to another, but it is mainly attributed to personnel wanting to improve their living conditions.

Personnel face constraints on their mobility within the PSD.

The transfer process between public security units is subject to specific criteria, which ensure that a balance is achieved with regard to percentage of job classification and ranks in each unit, with importance being placed on achieving job stability. According to the survey, 58% of personnel (57% of men and 52% of women) surveyed said that it is hard or very hard to move from one speciality/unit to another within the PSD.

A majority of PSD personnel, especially women, think that jobs and promotions are not completely fair.

Despite the fact that the promotion system in the PSD is unified for all and is governed by specific criteria, such as rank and seniority of appointment, when asked 'Have you personally experienced where a colleague was favoured due to any of the following factors?', 49% said that some people are favoured by the PSD for promotions and access to certain jobs. Overall, female survey respondents were significantly more likely than their male counterparts to believe that there is favouritism within the PSD, particularly related to factors such as friendship, geographical origin, shared interests, gender, and family or social relationships.

Within the PSD, there is also a perception that women benefit from favouritism and that the growing focus on increasing the participation of women can be harmful to men's career prospects. Indeed, when respondents

were asked: ‘Do you think women are sometimes favoured, when they get opportunities such as jobs and promotions, just because they are women?’, 24% said they did believe so. Furthermore, 58% of them said that favouring women for jobs and promotions disadvantages men. See Table 1.4.

Table 1.4: Survey responses to the question ‘Have you personally experienced or had an experience where a colleague was favoured due to any of the following factors?’

Factor	Men	Women		Men	Women
Friendship	20%	43%	Religion	3%	2%
Geographical region	24%	40%	Gender	5%	15%
Common interest	15%	33%	Family relationship	6%	30%
Ethnicity	6%	3%	Amical relationship	3%	19%

Women are less likely than men to want to deploy: they tend to think that their deployment opportunities would be limited even if they wanted to be deployed.

Overall, 74% of all personnel (85% of men and 64% of women) want to deploy to a UN PO. Women are significantly less likely to want to deploy. Furthermore, when asked ‘Do you think you will be able to deploy to a UN peacekeeping mission?’, 12% of men and 23% of women responded ‘No’. Sixty-six per cent of the personnel who believed they still would not be able to deploy, if they wanted to, were women.

Of the surveyed personnel that showed disinterest in deployment, 77% were women. Among personnel that do not have deployment experience, 26% showed disinterest in deployment, of which 85% were women.

It should be noted that the reasons which disincentivize women to deploy are mostly present at the stage of the first deployment, since women who have deployed are equally likely as men to want to redeploy, and believe they would be able to (see ‘Detailed findings: Opportunities’ section above).

Women are less likely to volunteer to be deployed.

Overall, 65% of the surveyed personnel had never expressed interest or applied (volunteered) to deploy, of which 58% were women. Volunteering means that they sent an application or requested to be deployed.

According to the FFF, there is no formal programme for redeployment.

This is despite the efforts of the PSD in organizing events to encourage and support redeployment, through the application of the UN Standard Policies and Procedures (SOP), work on selection, preparation, training and qualification, while adhering to the female quota.



ISSUE AREA 2: Deployment criteria

LOW
PRIORITY

The deployment criteria issue area examines whether women can meet the requirements for deployment to the same extent as men.

This is an issue area of low priority for the PSD. This issue area is overall of little concern to both men and women, but it does impact women more than men in practice. At the same time, there was little difference between men and women's perceptions, meaning their gendered experiences appear to be similar.

Box 2.1: Criteria for deployment

Various senior leaders have specified the requirements during the interviews. According to one senior leader, 'The standards used for selection in peacekeeping missions (individual participation, brigades) are in accordance with the standards adopted by the United Nations, and include undergoing exams, which are written exams, interviews, manual transmission vehicle driving tests, shooting, and English language. The Public Security Directorate holds many courses, in order to qualify their personnel to undergo United Nations tests, knowing that the tests for participation in peacekeeping missions are carried out through the United Nations.' According to another senior leader, 'Standards for deployment criteria include: (1) they should be fluent in English, and sometimes French is required; (2) the participant must have joined special courses at the Peacekeeping Institute that qualify them to participate in deploying. The courses are according to the type of assignment, meaning that there are multiple courses that they must attend.' According to a third senior leader, 'Jordan respects the standards issued by the United Nations, which has the authority to request that their record or personal file is clean, and that they do not have any legal violations, or even that they do not cause problems while based on the territory of the mission, as they do not represent themselves but rather their country. The official standards include (1) service must be no less than five years (2) language skills (3) medical examination.'

A fourth senior leader said 'The official standards for participation in peacekeeping include: (1) psychological examinations; (2) social behaviour tests; and (3) free from diseases. And there are no informal standards.' They also said that 'passing the prescribed examinations such as language, shooting, physical fitness, training and rehabilitation, and, in the end, the decision of the United Nations Committee because they are the ones who are aware of what is needed' are all requirements.

Based on these interviews, the requirements are:

- Written exams and interview
- Manual transmission vehicle driving test
- Shooting
- English language (and sometimes French)
- Disciplinary record
- Five years' service
- Physical fitness
- Medical and psychological examinations
- Social behaviour tests
- Having attended specific qualifying courses at the Peacekeeping Institute

It must be noted here that medical tests are a requirement by the UN and that there are no behavioural tests. However, the tests differ between the IPOs and the FPU; for example: for the FPU, the biographical record, behaviour, and medical and fitness examinations are required for all. However, with respect to tests (language, vehicle driving or shooting) these are conducted according to the duty entrusted to them in the mission. The nature of the work determines the nature of the test.

Summary of findings

MAIN OPPORTUNITIES

- Deployed men and women feel that the pre-deployment training they receive prepares them well for deployment.
- The PSD implements strategies to enhance women's ability to meet the selection criteria.

MAIN BARRIERS

- There is a lack of knowledge among PSD personnel of the selection criteria required for deployment, which may limit their ability to prepare themselves adequately for the selection process as well as to meet the selection criteria.
- Some women believe that they cannot deploy if they have children.
- There is a mismatch between the selection criteria for deployment and the actual skills required for operational success, for which women might have an advantage.

GAPS IN PERCEPTION AND EXPERIENCE

- Most men and women surveyed report lacking some of the skills and competencies they believe are required to deploy; however, women report lacking the necessary skills in greater numbers.

CROSS-CUTTING ISSUE AREAS

UN deployment criteria include skills that men are more likely to have, such as driving and weapons handling, due to the different ways in which women and men are socialized (issue area 9). Gender roles translate into fewer women having a driver's licence or the small arms/tactical skills needed for deployment. This means that it is easier for men to meet the required criteria for deployment, unfairly disadvantaging women – while evidence suggests that alternative criteria such as interpersonal communication, active listening, and conflict resolution are just as critical to mission success. Furthermore, gender roles appear to impact the confidence of women in terms of their self-assessment of the necessary skills for deployment, in particular those biased towards men such as physical fitness or tactical skills.

Men have long been overrepresented in UN POs, which implies that men have historically been seen as rather essential to the team, and women as rather incidental. It is only recently that the UN and TPCCs have started to question the under-representation of women, meaning that the selection criteria biased in favour of men have long gone unchallenged (issue area 10).

Detailed results

OPPORTUNITIES

Deployed personnel think that pre-deployment training has been useful in teaching necessary and adequate skills for deployment.

Ninety-six per cent of the personnel with POs experience (men and women equally) said that pre-deployment training teaches necessary and adequate skills for deployment.

Personnel think that they have adequate communication and interpersonal skills that are necessary for deployment.

Fifty-eight per cent of the personnel believe that they have the communication/listening skills/interpersonal skills necessary for deployment. A growing body of consolidated MOWIP data shows that these skills are considered essential by formerly deployed peacekeepers for ensuring the success of a UN PO¹⁹. As such, it is extremely positive that a majority of PSD personnel believe they have these essential skills, which would enable them to make meaningful positive contributions to POs' mandates.

Some strategies are pursued to increase women's ability to meet the selection criteria through training.

There are strategies that aim to increase or improve the participation of women in POs (at least eight senior leaders mention this) – the most frequently mentioned of which includes training courses to enhance the skills of women so that they can meet selection criteria (i.e. language training, driving).

According to the leadership, 'There is a strategy to develop the capabilities of women until they are able to obtain the same qualifications as men. The integrated police personnel who are qualified to participate in peacekeeping missions are involved in the rehabilitation and training courses on the integration of gender (women) and the largest possible number of participants, and the focus is on language, driving (vehicle driving), shooting, and various other skills.'

According to another leader, 'There are exceptional courses for women to help them qualify for peacekeeping.'

Finally, according to another leader, 'A strategy adopted by the Public Security Directorate based on Security Council Resolution 1325 (Women, Peace and Security) includes intensifying English and French language courses' and these courses held at the institute 'must have a female component'.

Senior leaders do not have informal standards for selection.

According to multiple senior leaders, there are no informal standards when it comes to selection for UN deployments and women compete with men on the same terms. According to the leadership, 'Police personnel do not submit a request to join the United Nations police. The process is as follows: the request comes from the United Nations and needs to be approved by the decision-makers, and then it is announced for the public security ranks so that those who meet the conditions are selected. After the preparation is completed, examinations and courses are conducted, and they are prepared for training.' According to another leader, 'The personnel were selected according to their consent (and their desire), according to the approval of their director, and according to the conditions and instructions regulating this process. They are subjected to tests at the Institute of Peacekeeping Operations and then tests by the United Nations.'

19 See DCAF: Global MOWIP Report: Fit-for-the-Future POs: Advancing Gender Equality to Achieve Long-term and Sustainable Peace (Geneva: DCAF 2022), available at: [dcaf.ch/global-mowip-report-2022](https://www.dcaf.ch/global-mowip-report-2022) and DCAF: Old Expectations, New Challenges: What we look for in a peacekeeper and why it matter, Opportunities for Women in Peacekeeping: Policy Series (Geneva: DCAF 2022), available at: www.dcaf.ch/old-expectations-new-challenges-what-we-look-peacekeeper-and-why-it-matters

BARRIERS

The men and women surveyed did not know the right selection criteria for deployment.

The PSD periodically announces the dates and requirements for candidacy to participate in POs through the designated formal channels for this, which include official correspondence and the website of the Department of Peacekeeping Operations. It falls within its duty to train, and qualify for and announce the conditions and requirements. Notwithstanding, the lack of adequate knowledge about criteria for deployment is the outstanding barrier in this issue area.

More than 60% of personnel were able to identify driving, a physical test, and English language skills as requirements for deployment.

As for FPU's, 55% of the sample identified a medical test (52% of non-deployed personnel and 82% of deployed personnel); 58% identified a written test (48% of non-deployed personnel and 80% of deployed personnel); 43% identified years of experience (31% of non-deployed personnel and 68% of deployed personnel); 29% identified a computer test (23% of non-deployed personnel and 44% of deployed personnel); 51% identified small arms/tactical skills (41% of non-deployed personnel and 73% of deployed personnel); and 34% identified conflict resolution/negotiation skills (33% of non-deployed personnel and 36% of deployed personnel).

As for individual deployments, 62% of the sample identified a medical test (52% non-deployed personnel and 82% deployed personnel); 58% identified a written test (48% of non-deployed personnel and 80% of deployed personnel); 50% identified years of experience (39% of non-deployed personnel and 74% of deployed personnel); 41% identified a computer test (31% of non-deployed personnel and 64% of deployed personnel); 56% identified small arms/tactical skills (45% of non-deployed personnel and 80% of deployed personnel); and 47% identified conflict resolution/negotiation skills (43% of non-deployed personnel and 57% of deployed personnel). See Tables 2.1 and 2.2.

**Table 2.1: Survey responses to the question:
'Please select the requirements for deployment to a UN peace operation through an FPU'**

Possible criteria for deployment for a formed unit	Listed criteria as a requirement for deployment	
	% of women (Total no. : 194)	% of men (Total no. : 187)
Medical test	61%	62%
Physical fitness test	65%	64%
Disciplinary record	27%	41%
English test	68%	53%
Small arms / tactical test	46%	56%
Computer test	27%	32%
Driver's test	68%	52%
Communication/listening	44%	42%
Personality/character test	49%	48%
Years of experience	37%	48%

Table 2.2: Skills or characteristics believed to be required for deployment, by gender

Three <u>most</u> selected skills or characteristics	% women	% men	Three <u>least</u> selected skills or characteristics	% women	% men
1. Fitness test	65%	64%	1. No children/unmarried	2%	3%
2. English	68%	53%	2. Age	15%	14%
3. Driving	68%	52%	3. Rank	21%	14%

Personnel do not believe that they have the adequate skills for deployment²⁰.

Twenty-nine per cent of respondents said they can drive a manual transmission vehicle; 38% said they can pass the physical test²¹; 30% said they can pass a medical test; 6% said they have the correct rank; 12% said they have the required age, 29% said they have the required number of years in service; 29% said they have computer skills; 31% said they have small arms/tactical skills; 58% communication and negotiation skills; 43% conflict resolution skills; 24% gender sensitivity skills; 26% disciplinary record; and 49% said they have English skills²².

According to the survey findings (see Table 2.3), female respondents are less likely than male respondents to believe they have specific skills needed to deploy (the only exceptions to this being age, the English test and the personality/character test). In particular, women are less likely to report having a driver's licence and are less likely to believe they have the small arms/tactical skills necessary for deployment. It is important to note that women are also much less likely than men to believe that they would receive their supervisor's permission to be deployed.

Women may be more likely than men to self-select out of deployment (i.e. to choose not to apply) due to thinking they lack the necessary skills. Whether these perceptions reflect a reality or a gap in confidence levels between men and women, this finding could indicate that women are less likely than men to apply for deployments, because they appear less likely to believe that they would be successful in doing so.

In addition, the majority of respondents in each gender group did not think they had these skills, which constitutes a barrier to deployment for both men and women. In total, 62% of the survey respondents did not believe they have the necessary physical fitness; 52% do not believe they know the necessary English skills²³; and 71% did not believe they can drive a manual car.

Table 2.3: Survey responses to the question: 'Indicate all skills and requirements you think you have to be selected for a UN peace operation'.

Criteria for deployment	Believe they have skill or meet the requirement	
	% of women (Total no. : 194)	% of men (Total no. : 187)
Medical test	27%	33%
Physical fitness test	34%	42%
Disciplinary record	21%	30%
English test	49%	48%
Small arms/combat / tactical test	22%	41%
Computer test	26%	33%
Driving	25%	33%
Communication/listening	54%	62%
Appropriate personality/character	28%	27%
Years of experience	24%	33%
Ability to work with local women	31%	33%
Ability to work with local men	12%	38%
Conflict resolution/negotiation	43%	44%
Ability to work with personnel from other countries	18%	32%
Speak the local language	9%	26%
Speak French	13%	25%
Low rank	5%	7%
Age	15%	10%
No family commitment	8%	12%
Supervisor permission	6%	20%
Gender sensitivity	20%	28%

20 UN criteria for participation (monitoring): begins with a written examination under UN monitoring; those who pass the examination will undergo further tests such as computer skills, vehicle driving, shooting and medical testing. Regarding disciplinary record: no criminal record over the past three years. There is no fitness test, but everyone will take courses (including gender courses). FPU's have different skills. English is not required for all units. The written exam is only for the divisional leaders, and driving vehicles and shooting depend on the nature of the role in missions. Medical testing also includes fitness. It must be noted that standards are not consistent for all and depend on the task. Generally, the only criterion for all is medical examination and verification of disciplinary record.

21 Fitness test is not a requirement for deployment to POs.

22 During the survey, these different terms were not defined, and were left to survey respondents' interpretation of what these skills involve.

23 According to the senior leadership, the UN's language exams may be especially difficult for women.

There is a mismatch between the selection criteria for deployment and the actual skills required for operational success, for which women might have an advantage

The selection criteria set by the UN do not correspond to the skills actually needed in the field, skills in which women could have an advantage due to the different ways in which men and women are educated and socialized.

Table 2.4 outlines which skills personnel believe to be the top three most important and least important skills and/or characteristics to contribute to the success of a PO. Most personnel perceived that the most important skills for the success of a UN PO were communication/listening/interpersonal skills, conflict resolution/negotiation skills, and the ability to speak English. Out of these three skills considered most important, both non-deployed and deployed women were less likely than men to think communication/listening/interpersonal skills and conflict resolution/negotiation skills were important but more likely to think the ability to speak English was important (perhaps due to different roles they play during deployment).

Two of the three skills deemed most critical to the success of a PO, interpersonal communication/listening skills and conflict resolution/negotiation skills, are skill sets that could be found in women (potentially more often than in men who otherwise meet the standard deployment criteria), but are not part of the minimum criteria assessed.

Furthermore, most personnel perceived that the least important skills/characteristics for the success of a UN PO were low rank, age, and no family commitment.

Table 2.4: Skills or characteristics believed to be most important and least important for the success of UN missions, by gender

Three most selected skills or characteristics	Deployed		Not-Deployed		Three least selected skills or characteristics	Deployed		Not-Deployed	
	% women	% men	% women	% men		% women	% men	% women	% men
Communication/listening/interpersonal skills	82%	87%	63%	84%	Minimum rank	68%	45%	46%	42%
Conflict resolution/negotiation skills	32%	51%	47%	54%	Appropriate age	39%	40%	42%	35%
Ability to speak English	54%	37%	52%	42%	Having no family commitments back home	43%	44%	30%	30%



ISSUE AREA 3: Deployment selection

MEDIUM
PRIORITY

The deployment selection issue area explores whether women are prevented or not from deploying through a lack of information, a lack of connections to influential decision makers and/or because their superiors decide that it is too dangerous for them to deploy.

This is an issue area of medium priority for the PSD. Issue area 3 constitutes a barrier for both men and women equally. However, women were more likely to have more negative experiences and perceptions about this issue area compared with men.

Box 3.1: The selection process

The selection process is initiated based on requests received by the UN. The request is approved by the Jordanian authorities, and subsequently shared within the PSD. Potential peacekeepers are selected based on the UN criteria. If they consent to being deployed, they take exams conducted by the PSD at the Institute of Peacekeeping Operations. The selected candidates then take tests conducted by the UN, after which the final selection is made by the UN. According to interviews, 'It is the responsibility of the Department of Peace Operations, but the Academy, when visiting examination committees (of the United Nations), provides full facilities for examination, which are examination halls and fields for ranks and shooting.' Finally, in preparation for deployment, selected peacekeepers undergo special courses at the Peacekeeping Institute that qualify them to participate in deploying (based on the specific deployment).

Summary of results

MAIN OPPORTUNITIES

- The PSD is taking targeted action to favour women's access to PO opportunities.
- The PSD strives to inform and train PSD personnel about UN deployment opportunities – as a result, a majority of PSD staff have heard about opportunities to apply for deployment.

MAIN BARRIERS

- Although the PSD disseminates information about deployment opportunities through official communication to all departments, including those with female police personnel and the Women's Police Department, which in turn also circulates to female police personnel, there is a lack of diversity in the channels of communication through which deployment opportunities are disseminated.
- Although the PSD secures all expenditure for transport from/to training centres and training fees, some participants indicated that they, especially women, spend their personal money to take part in the deployment process.
- Although the selection process takes place through the UN, some personnel believe that the selection process for deployment is not completely fair.
- A large share of PSD personnel who undertake tests in order to be deployed do not pass.

GAPS IN PERCEPTION AND EXPERIENCE

- Men and women do not find out about deployment opportunities through the same channels.
- Men and women do not deploy in the same way: women are more likely to have deployed through an application process while men are more likely to have deployed through FPU, selection by their superiors, and examination process. However, the selection process does not vary according to gender but is based on requests sent by the UN. The Jordanian authorities approve the request and then send it to the PSD. All requests are publicly available through official correspondence sent by the Department of Peacekeeping Operations. Then the nomination of personnel wishing to participate takes place, for those who do not have legal irregularities in their registry and who have served for a minimum service of five years. Then the criteria for selection in POs are applied (IPOs, FPUs), and this process is conducted in accordance with the UN criteria for testing (written examinations, interviews, vehicle driving test, shooting test, and English/French language

test). The PSD conducts several courses to qualify its personnel for tests in UN PO participation, including the following criteria:

1. proficiency in English; sometimes French is required depending on the type of task;
 2. enrollment in special courses at the Peacekeeping Institute, which qualifies them to participate in the deployment criteria, and the courses are organised by mission type, i.e. there are multiple courses to be attended; and
 3. medical, mental, and health tests.
- Women are less likely than men to have information regarding the deployment process, available UN positions, and opportunities to apply for UN deployments.
 - Women are perceived by many in the PSD to be favoured for deployment.

CROSS-CUTTING ISSUE AREAS

The fact that there are specific efforts to recruit women means that their role in the team during deployments is recognized by the PSD (issue area 10). Nevertheless, many women think that the deployment process is unfair and that women are discriminated against in the process. They do not feel like they are being treated and assessed on an equal footing to their male counterparts.

Detailed results

OPPORTUNITIES

According to the FFF as well as the key decision-maker interviews, there are special efforts to select women for POs.

According to several senior leaders, special efforts are in place to include women in UN POs.

For instance, there are specialized courses for women to provide them with the necessary skills to help them overcome any obstacles, such as driving vehicles, English and French courses, and skills to use weapons.

According to a senior leader, ‘The year 2007 was the first for women’s participation from Jordan, and it was a pioneering and wonderful experience, with the testimony of participants of other nationalities in that field. Since then, demand for women’s participation in the peacekeeping forces has increased, and they have proved their presence, readiness, and discipline, especially with their participation in Darfur.’ According to another senior leader, ‘There is a strategy for integration that has been in place for some time. Currently, there are 14 women among the formed units in the Congo, and their work is the same as the men’s, and their deployment can be extended after one year.’ According to another senior leader, ‘There are now 146 policewomen who have been integrated for a long time. Three months ago, we merged women with men, confidentially. The strategy is based on gradually increasing the numbers, now 14, and the next stage will be 25 units (police).’

These comments indicate that the PSD is aware of the importance of deploying women and is taking action towards this goal.

Women are encouraged to participate in UN missions.

According to a key decision-maker, there are gender ambassadors in the PSD who have been appointed to raise awareness and encourage women to participate in UN missions.

Efforts are made in Jordan to inform and train PSD personnel about UN deployments.

According to the FFF, the training academy in Jordan provides information/modules about UN deployments.

In addition, according to the FFF, the country receives Mobile Training Support Teams, Selection Assistance Teams, or Mobile Training Teams more than once a year.

According to the leadership, ‘We act in accordance with the Security Council Resolution (1325) Women, Security and Peace issued 31/10/2000, which is concerned with women and their participation in peacekeeping forces and the doubling of the female component in participation. We provide a large number of participants from within the Department of Peacekeeping Operations and Public Security, and are increasing our participation, implementing a resolution (1325), and coordinating with many centres, to strengthen skills in the English language, in addition to the institute located in the Department of Peacekeeping Operations.’

According to a senior leader, efforts are made ‘through announcements sent by the Department of Peacekeeping Operations, which are made available to all employees, while giving them the opportunity to join when opportunities become available.’

According to another senior leader, ‘There are equal opportunities for all public security personnel, men and women, and participation is based on desire. What confirms that it is a desire is that they must pass the United Nations exams and with a certain pass mark.’

Women are deployed in all types of missions.

According to the leadership, “Women are now present in all kinds of missions. Yes, I am with the deployment of uniformed women. We – as women in the PSD – participated in Mali, and now there is a female officer in Cyprus who is accompanied by her child.”

Personnel have heard about opportunities to deploy.

Seventy-six per cent of PSD personnel have come across opportunities to volunteer or to apply to be deployed. Yet, this could further be improved by tackling the barriers in this issue area.

The testing environment is adequate.

More than half of surveyed personnel said that the testing environment is adequate and free of unnecessary social pressure. This indicates that the majority of PSD personnel believe the selection process takes place in conducive conditions.

BARRIERS

There is a lack of diversity in the ways UN deployment opportunities are disseminated.

According to the FFF, UN positions are advertised through internal job boards and organizational newsletters only and not through TV, radio, email, professional associations, etc. The PSD confirmed that it does not use visual or audio advertising means such as television and daily newspapers to announce deployment opportunities. In fact, the primary means of announcement is the announcement circulation among PSD units. This is consistent with survey results: only 4% of personnel (64% male and 36% female) said that UN positions are distributed through radio/TV/social media; 15% (60% male and 40% female) said positions are advertised through organizational newsletters/magazines; 18% (23% male and 77% female) said positions are distributed via internal job board; 9% (49% male and 51% female) said positions are advertised through word of mouth; and 40% (36% male and 64% female) said that UN positions are distributed through immediate superiors. Because women are less likely to be included in informal and formal activities (see issue area 10), they might not hear about these opportunities.

Senior leaders believe that there is a lack of awareness about POs among women.

One senior leader said ‘From police reality and experience, customs, traditions, and the absence of education about the reality of peacekeeping missions are obstacles to participation. There is more need for an awareness plan to overcome gender roles, meaning that the idea of travel and peacekeeping should not remain confined to men.’

Personnel, especially women, are not aware of deployment processes.

According to the FFF, there is a standardized process for deployment into UN operations. However, only 57% of personnel are aware of such a process. Furthermore, women are less likely than men to be aware of deployment procedures. While 68% of male personnel said that they knew about the process for deployment, only 46% of women said so. Women have less access to formal knowledge about missions. Overall, all men in the sample had heard about UN opportunities. In comparison, women were five times less likely to hear about UN positions.

Women are also less likely to hear about UN positions through formal mentoring.

Women were less likely than men to hear about opportunities. In general, mentoring and guidance are supposed to be given by the PSD to both men and women equally. However, the percentages show that women are more likely to have received information about UN opportunities through informal mentorship

and less likely to have received information about UN opportunities through formal mentorship²⁴. More specifically, 48% of women and 29% of men surveyed said that they had heard about UN opportunities through informal mentorship. However, only 1% of women and 7% of men said that they had heard about UN opportunities through formal mentorship.

Women, though, are more likely to have heard about UN opportunities through internal job boards. While only 9% of men had heard about UN opportunities through the PSD organization, 27% of women had heard about UN opportunities through internal job boards.

Women and men do not deploy the same way.

While 56% of men said that they were referred to POs by their superiors, only 4% of women said they were referred this way. Women are more likely to have deployed through an application process, while men are more likely to have deployed through FPUs, selection by their superiors, and examination process. See Table 3.1.

According to the FFF, men and women are not equally likely to deploy in an FPU.

Table 3.1: Survey responses to the question ‘How were you selected for a UN deployment?’

Deployment method (Total no. : 119)	Women (Total no. : 28)	Men (Total no. : 187)
Referred by superiors ²⁵	14%	56%
Application	71%	47%
FPU	3% ²⁶	26%
Selected by government officials	3%	4%
Selected through examination	32%	41%

Women are less likely than men to want to deploy.

Of all the personnel that did not apply to be deployed in a PO, 90% of women but only 10% of men said that it is because they are not interested in deployment.

A large share of PSD personnel who take tests to be deployed do not pass.

Among the survey respondents, 92% said they took a pre-deployment test, and 55% (including 58% of men and 46% of women) said they themselves or someone they know failed the test at least once. Based on the survey results, it seems as though the allocated time to complete tests is not sufficient; however, it must be noted here that these tests are defined by UN standards.

Furthermore, 19% of the personnel said that they were tested by the PSD, 25% were tested by the UN, and 55% said that they were tested by both the PSD and the UN, whereas 97% of personnel took the test in Jordan’s capital city or in a different location.

When asked ‘What concerns did you encounter while taking the test?’, 55% of personnel (including 37% of women and 61% of men) said that they had no concerns (women are significantly less likely to say so). See Table 3.2 for concerns from the remaining respondents.

24 Formal mentorship takes place in the context of a formal agreement whereby a mentor is assigned to a more junior member of personnel, while informal mentorship consists of personnel providing guidance and advice on an ad hoc basis.

25 This finding in the report does not necessarily mean that the personnel are selected through the superiors but rather represent the individual views and perceptions of the survey participants, and it is necessary to emphasize that the PSD does not follow this means of deploying personnel in UN POs.

26 Although there were no uniformed women from the Public Security Directorate in FPUs during the period which the study was held, one participant chose this option, and in order to maintain the transparency of the research process, this percentage must be mentioned.

Table 3.2: Survey responses to the question ‘What concerns did you encounter while taking the test?’
[check all that apply]

Concern	Women (Total no. : 27)	Men (Total no. : 83)
Execution of test(s) with persons of all ranks	22%	14%
My answers can be seen by the proctor or other people taking the test	7%	3%
My personal test(s) results have been publicly shared	0%	2%
The test(s) were too difficult	37%	12%
The test questions(s) were not relevant	0%	1%
There was not enough time to complete the test(s)	30%	5%
While taking the test(s) I was not respected by others or by the observers	0%	1%
The instructions for the test(s) were not clear	0%	1%
There were a lot of distractions while taking the test(s)	7%	2%
I had no concern	37%	61%

Personnel spend personal money on deployment.

Forty-three per cent of survey respondents (including 93% of women who have been deployed and 71% of men who have been deployed) said that they had to spend their personal money during the pre-release phase, the application and selection phase, or the training process. However, it's worth mentioning that the PSD does not charge any cost at any stage of participation in POs (application, selection, or training). On the contrary, it provides all expenditure for transportation to/from training centres and the training fees. This may be due to own personal expenditure of the survey respondents being not primarily related to the deployment.

Forms of discrimination experienced by women.

This point shows the personal views of the respondents, and where a number of the individuals were not selected for deployment, women were more likely to say this was due to their superiors thinking that the location of the mission was too dangerous for them to deploy (81% of those who said this were women). However, 96% of women believe that they are not discriminated against or rejected because of their gender.

Fairness of deployment process for women.

Thirty-four per cent of respondents (including 43% of men and 25% of women) said that the deployment process is fair, whereas 48% of survey respondents (including 57% of all the women surveyed and 40% of all the men surveyed) said that the process of deployment in Jordan is not fair. Moreover, 11% of respondents (including 10% of male and 12% of female respondents) said that the deployment process is regularised (neither fair nor unfair). Only two individuals (less than 1% of the sample) refused to answer the question. According to a key decision-maker, ‘Some institutions do not encourage the participation of women in peacekeeping missions.’

Personnel perceive the deployment process as discriminatory.

Although selection processes are based on a range of tests such as differential examination, interview, and skills that the candidate possesses (gender does not affect the process), the majority of PSD personnel, especially women, think that selection for deployment is not completely fair. There is a perception among some members of the PSD that gender plays an important role with regards to deployment.

About 83% of the surveyed personnel believe that some people are favoured for deployment, and almost all of the survey respondents said that either men or women are favoured for deployment. Sixty-six per cent of survey respondents said that men are favoured for deployment, and 42% of all survey respondents said that women are favoured.

In addition, Table 3.3 shows that there is a somewhat widespread perception in the PSD that women are benefiting from favouritism when it comes to deployment. For example, 49% of men believe that women are favoured. This could indicate a perception gap between the leadership and higher ranks, who perceive increasing the deployment of women as a necessity, and lower-ranking personnel, who may lack understanding of the reasons behind the push in recent years for women's enhanced participation.

This type of perception frequently emerges in historically male-dominated institutions as they begin to emphasize the importance of women's meaningful participation. The low participation of women in POs, however, indicates that the perception of favouritism does not accurately reflect the many barriers that women face in participating in deployments in these contexts. It therefore seems important that senior authorities recall this when communicating with personnel about efforts to increase women's participation in deployments.

Table 3.3: Survey responses to the question 'Which of the following types of people are preferred for UN peacekeeping deployments?'

Who is preferred for UN peacekeeping deployments? [pick all that apply]	Believe each of the following types of people are preferred	
	% of men	% of women
Men	72%	62%
Women	49%	37%
Senior ranks	20%	26%
Lower ranks	17%	16%
Older	16%	16%
Younger	17%	20%
Specific ethnicity	3%	0%



ISSUE AREA 4: Household constraints

HIGH
PRIORITY

Issue area 4 – Household constraints, recognizes that most unpaid caregiving activities are performed by women.²⁷ As such, having young children, elderly parents or other family obligations can be a significant barrier to women's meaningful participation and deployment in POs. Issue area 4 therefore examines the extent to which the security institution has policies and working conditions that allow for the meaningful participation of women, through work-life balance and a more balanced distribution of caregiving activities between men and women. Issue area 4 also assesses whether there are social pressures against women considering deployment.

This is an issue area of high priority for the PSD. While this issue area is a barrier for both men and women, it is a barrier particularly for women. Moreover, women have more negative experiences and perceptions about this issue area than men do.

These results should be understood in the broader Jordanian context, in which women represented only 14% to 17.7% of the total labour force in 2017²⁸. The volume of unpaid care work women take on is a key factor in this limited participation. Transforming gender roles whereby women are considered as the primary providers of care (issue area 9) will be central to addressing the barriers presented in this issue area.

Summary of results

MAIN OPPORTUNITIES

- Women and men believe they do not miss out on career opportunities when they take leave.
- A majority of personnel have access to extended family who can potentially provide childcare (support) during deployment.
- A large majority of personnel believe that deployment does not prevent them from being good parents.

MAIN BARRIERS

- There are not enough childcare facilities in Jordan to enable personnel to deploy if they don't benefit from the support of the extended family.
- Women face significant constraints in deciding whether to deploy, based on the reputational risk that they anticipate facing if they do deploy and the societal emphasis on women's role as primary caregivers for children.

GAPS IN PERCEPTION AND EXPERIENCE

- While men and women seek consent from their families before deploying, women do so more than men.
- Women are much more likely than men to decide not to deploy based on family considerations.

CROSS-CUTTING ISSUE AREAS

There are not enough institutional policies to enable the reconciliation of personal and professional life and the equitable distribution of care activities between men and women. Institutional policies and practices, as well as inadequate arrangements for parenting, reinforce by default the traditional roles of women and men in society, that is, men as the main breadwinners and women as the main caregivers. Dominant ideas in society about the appropriate roles of men and women in relation to the family constrain women's careers and deployment opportunities. Women face significant stigma and rumours if they deploy, which can make it difficult for them, especially those with children, to decide to do so (issue area 9).

Women must comply with the societal expectation of being the primary caregiver in the household. They find it difficult to raise family matters with supervisors. As a result, women may not progress in their careers as quickly as their male colleagues, who do not face equivalent demands in terms of caring activities (issue area 10).

27 Worldwide, women still perform about 75% of unpaid care and domestic work. International Labour Organization, 'How Much Time do Women and Men Spend on Unpaid Care Work?', available at: www.ilo.org/global/about-the-ilo/multimedia/maps-and-charts/enhanced/WCMS_721348/lang--en/index.htm (accessed 22/04/2023).

28 Oxfam, Counting on Women's Work without Counting Women's Work, 2019, available at: oxfamlibrary.openrepository.com/bitstream/handle/10546/620811/rr-counting-womens-work-unpaid-care-mena-region-030619-en.pdf;jsessionid=5BE7B591B6E20EC5372CFB946123C7C?sequence=1, p.39 (accessed 22/04/2023).

Detailed results

OPPORTUNITIES

Personnel in the sample who took leave do not feel that they missed out on opportunities while on leave.

Eighty-three per cent of the survey respondents who took leave (84% of men and 82% of women) feel that they did not miss out on opportunities while on leave. Women are more likely to have taken leave. While 30% of male respondents said that they have never taken leave, only 4% of female respondents said so. The PSD is flexible in this regard – people on leave have the choice to finish their leave and join a training course if they wish to do so.

Extended family provides childcare.

It is a norm for extended families to provide childcare in the country – as a result, women in the sample with children are equally as likely to deploy as women without children. Seventy-two per cent of survey respondents (including 75% of men and 69% of women) said that their family/extended family could take care of their children or the elderly while they are on assignment. While women are less likely to report having this support compared with men, almost half of the women in the sample who have deployed had children at the time of deployment (13 out of 28).

This might be due to the option of benefiting from family support. Indeed, the PSD Technical Committee indicated that family and traditions allow both parents to raise children, and families offer to look after children while women are deployed. Some missions also allow deployed personnel to bring their families along. Not all missions are like Cyprus (Box 4.1), however, which means that there should be alternative arrangements for personnel with families when they deploy to missions that cannot accommodate families.

Box 4.1: The example of Captain Najwa Al-Najdawi

In 2020, Captain Najwa began to seriously consider participating in international POs through the PSD. She was encouraged by her colleagues and the women who had previously participated in these operations. Captain Najwa says: 'In the beginning, my family had some reservations about my participation in these operations, as this required my absence away from my family and my children for a long time, but I explained to them my desire and ambition to go through this experience and its importance, as this experience gives a civilized picture of Jordanian women working in the security sector and international peacekeeping operations. Having explained to them the importance of such participation, and that I can reconcile my work with family requirements and at the same time take care of my children, my family has become a source of support and encouragement for me to participate.' Captain Najwa has three children, the oldest of whom is 13 years old, as well as a 7-year-old daughter and a 3-year-old child.

Captain Najwa says: 'My role as a wife and mother was not an obstacle to my participation in peacekeeping missions. Quite the contrary, I am sure that I will be a source of pride for my children when they grow up and know about my participation in peacekeeping missions, and that my participation and success will positively influence my sons' personalities and improve their ability to take responsibility.'

Regarding her participation in peacekeeping operations, Captain Najwa said: 'I have undergone training and preparatory examinations under the direction of the Peacekeeping Operations Department-PSD, on language skills, shooting, leadership, and operational issues.'

It is acceptable for women to breastfeed/pump at work.

Seventy-nine per cent of the survey respondents (both men and women equally) said that it is acceptable for women to breastfeed/pump at work.

Personnel feel that they could be good parents despite deploying.

Eighty-nine per cent of the survey respondents think that men who are deployed could be good fathers. Similarly, 86% of the survey respondents think that women who are deployed could be good mothers.

Deployed personnel are allowed to take vacation/holidays and sick leave.

According to the FFF, there are policies in place regarding leave and holidays for deployed personnel. Among the survey respondents, 69%, both men and women equally, said that they were aware of vacation and holiday leave policies.

Personnel believe that the payment from PO deployment is sufficient to maintain the household.

Sixty per cent of survey respondents (including 50% of men and 68% of women) agreed that payment from PO deployment is sufficient to maintain the household.

Senior leaders understand that household constraints affect both men and women.

According to one interview, 'obstacles for women include fear and insecurity as she is going to a conflict area; language; family; and customs and traditions. There are no obstacles for men, unless he himself does not have the desire to participate due to his own circumstances, such as the presence of elderly parents or a sick child.'

The duration of deployment is suitable for women

The average duration of uniformed women's deployment is (23 months) and exceeds the ideal duration (18 months) mentioned in the survey. However, the Technical Committee of the PSD indicated that this was due to personal wishes.

BARRIERS

There are not enough childcare facilities in the country.

In Jordan, there are nurseries that women can use during their working hours. Yet, only 21% of the sample said that they are aware of childcare facilities. This might be because the extended family takes care of children. However, alternative and public childcare facilities provide options to families who have less support.

The leave policies are unclear to PSD personnel.

Even though personnel have said that there is a vacation/holiday leave policy, survey respondents have not identified the existence of elderly, family, and parental leave policies.

According to the PSD's regulations, personnel receive annual leave, and in addition to that, mothers receive a 90-day maternity leave. In contrast, fathers receive three days of paid paternity leave²⁹. Elderly care leave is not applicable in Jordan in general.

Furthermore, according to the FFF, personal leave (but not elderly care and family leave) is subsidized by the PSD. Only 40% of personnel said that vacations and holidays are subsidized.

According to the FFF, there are no elderly care and family leave policies in the PSD. Nevertheless, the PSD provides facilities when the need arises for its personnel.

Only 33% of personnel said that there is a paternal leave policy in the PSD. This low ratio may be due to the personnel's lack of knowledge of the policy and not because of its non-existence. Furthermore, only 35% said that paternal leave is paid. Fifty-eight per cent of personnel have said that there is a maternal leave policy and 67% said that this leave is paid. Eighty-seven per cent of survey respondents said that there is a sick leave policy and that sick leave is paid.

29 SHRM, 'Jordan: Labor Law is Amended' (16/08/2019), available at: www.shrm.org/resourcesandtools/legal-and-compliance/employment-law/pages/global-jordan-2019-labor-law-amendments.aspx (accessed 22/04/2023).

Personnel do not have the opportunity to engage in in-service training while on leave.

Although people on leave have the choice to finish their leave and join a course if they wish to do so, 46% of survey personnel said that they cannot participate in in-service training while on leave.

Personnel are not always willing to discuss family issues with their supervisors.

Female personnel are less likely than their male counterparts to be willing to approach their supervisors to discuss family-related matters. Forty-three per cent of personnel (including 56% of men and 31% of women) said that they are willing to approach their supervisors about household issues. Forty-three per cent of personnel (including 28% of men and 57% of women) said that they are not willing to approach their supervisors about household issues.

Women face barriers related to social norms and deployment

It is not socially acceptable among their community for women to deploy. In other words, women believe they will face social stigma if they deploy. Of the respondents who said they are afraid of judgement if they deployed (13% of total personnel), 78% are women and 22% are men. Furthermore, 47% of the survey respondents said that they would face stigma if they deployed, of which 60% are women. Furthermore, of those who said that they do not want to deploy due to family considerations (17% of the sample), 84% are women.

This is confirmed through the key decision-maker interviews. According to a senior leader, 'Societal views and family customs and traditions are the main obstacles for women.'

It is notable that the PSD is currently working on increasing participation of women abroad outside Jordan, as many women have been assigned to participate in activities abroad, whether sports or security duties. For example, Jordan sent female personnel to Qatar to participate in the security cadre as part of the organization for both the Arab Cup and the World Cup. According to several key decision-makers, one of the primary obstacles to women's participation in UN POs is family, customs and traditions, and rumours.

Most personnel believe that women need their father's/husband's permission to deploy

While family members seek consent to deploy, women do so more than men. Ninety-three per cent of the entire survey sample said that a woman must seek permission from her father/husband before being deployed on a PO. However, 85% of the entire survey sample said that men must seek permission from their mother/wife before being deployed on a PO.

Anecdotally, according to a senior leader, 'customs and traditions (sometimes her family or husband does not allow her to travel) as well as inability to leave her children' are among the biggest challenges facing women.

It is worth mentioning that consent/permission in these cases is a family affair and is outside of any conditions or approvals required for participation, whereas the PSD does not require any approval from parents or partners, neither for men nor for women.



ISSUE AREA 5: Peace operations infrastructure

MEDIUM
PRIORITY

The peace operations infrastructure issue area assesses whether the lack of adequate equipment and infrastructure prevents women from deploying to POs. The sample in this section includes all personnel unless otherwise noted.

This is an issue area of medium priority for the PSD. Issue area 5 constitutes a high barrier for both men and women, although it is more of a barrier for women than men. At the same time, men and women reported similar experiences and perceptions about this issue area.

Summary of results

MAIN OPPORTUNITIES

- A large majority of previously deployed PSD personnel reported having access to general healthcare while deployed.

MAIN BARRIERS

- Most deployed PSD personnel do not receive training on gender-related topics prior to deployment.
- The gender-specific needs of women are not addressed during deployment.
- Mental and reproductive healthcare is sometimes lacking during deployment.

GAPS IN PERCEPTION AND EXPERIENCE

- In Jordan, women are much less likely than men to receive any PO training (outside of pre-deployment training).
- Some deployed personnel report not having access to adequate infrastructure or uniforms in mission.
- Deployed women are significantly more likely than deployed men to have received gender-related training prior to deployment.

CROSS-CUTTING ISSUE AREAS

While there is increasing awareness around the importance of considering women's needs, whether it be in the PSD or during deployments, gaps still appear in terms of equipment, uniforms, and health services specifically. Women do not seem to systematically and meaningfully participate in decision-making processes regarding the selection and acquisition of equipment or the design of infrastructure and services. This is reflective of issue area 10 (social exclusion), while they are expected to conform to norms that are currently modelled on the needs of men during deployments.

Detailed results

OPPORTUNITIES

Women's needs are considered within the PO infrastructure

Analysis of the key decision-maker interview responses suggest that women's needs are considered within the PO's infrastructure. Respondents cite the establishment of the Gender Office as an illustration.

Training facilities for POs exist within the country

There are options to receive some form of PO training. In other words, domestic training centres exist and are accessible. According to the FFF, there are PO training centres in Jordan, and the country has the capacity to provide pre-deployment training (Peace Operations Training Centre). Furthermore, online training programmes took place under JONAPI - to operationalise Resolution 1325- and from other donors to provide women with the skills needed in the English and French languages, coaching for Gender Focal Points on GBV risks and mitigation measures, and other courses. Indeed, 96% of personnel (both men and women) said that the existing training centres within Jordan are accessible.

Peacekeepers have access to general healthcare during missions.

During the survey, 94% of personnel who have been deployed to UN missions mentioned that they had access to healthcare while deployed. However, only 57% of deployed female personnel have had access to female physicians. While these statistics suggest that the majority of women have access to female physicians, that many women still don't have access to female physicians may constitute a barrier. Within this framework, for IPOs, health care services are provided to them through the UN missions' medical centres, which have many medical specializations. Hospitals and clinics available to FPUs of various nationalities may also be utilized if they are located in the mission. With regards to FPUs, the PSD sends a medical clinic within the structure of the unit, which includes two doctors selected by the Medical Services Directorate/Armed Forces, and a group of nurses sent from the personnel of the PSD.

Sleeping quarters are available for all.

One hundred per cent of survey respondents who have been deployed to a UN mission have identified a form of sleeping quarters on the mission.

BARRIERS

There seems to be a lack of adequate PO-related training in the country, particularly affecting women.

On 26 February 2013, the PSD established a specialized institute of the Department of Peacekeeping Operations to train participants in POs (many of which have many duties) in the necessary skills, including:

1. specialized courses: (pre-deployment international police monitors' course in English or French; pre-deployment command sector officers' course in English or French; human rights principles' course in POs; protection of civilians' course in PO/community police missions; anti-military conscription for children course in conflict zones; security and safety course for international organizations (S-SAFE + HEAT); gender mainstreaming course; and Resolution 1325/Women, Peace and Security;
2. holding differential examinations for affiliates to examine SAAT and external courses;
3. enhancing the efficiency of the Institute's training staff by engaging them in specialized internal and external courses; and
4. preparation of course programmes and curricula to equip participants with the skills required to work in the various functions of the UN.

Through international cooperation, there are training partnerships with the Swedish counterpart and with the International Police Peacekeeping Operations Support (IPPOS), whereas there are PO trainings, in addition to pre-deployment training, in the country provided by the JPDPKO for both men and women with advanced skills (based on the international standards of police), qualifying them to participate in POs, whether IPOs or FPUs.

Yet only 38% of personnel who have been deployed have attended in-service PO-related training within the PSD. Of these, 78% are men and 22% are women. More specifically, of all the men who have been deployed to a UN mission, 33% said that they had attended in-service training within the PSD, and of all women who have been deployed to a UN mission, 11% said that they had attended in-service training within the PSD.

However, 67% of men who have been deployed and 57% of women who have been deployed said that they attended a course in a PO training centre within Jordan. Furthermore, 32% of men and 46% of women deployed said that they had attended a course in PO training centres outside of Jordan. A total of 18% of men and 14% of women deployed have also attended training offered by the UN within Jordan.

Finally, 9% of men and 4% of women deployed have taken online training courses. See Table 5.1 for statistics.

These percentages should be read in light of the percentage of women in the PSD.

Table 5.1: Survey responses to the question ‘In which of the following locations did you get peacekeeping training (other than pre-deployment training)?’

Training	Women not deployed	Men not deployed	Women deployed	Men deployed
Training academy	4%	5%	11%	33%
In-service training within Jordan	2%	7%	4%	38%
PO training centre within Jordan	6%	5%	57%	67%
PO training centre outside Jordan	1%	0%	46%	32%
By the UN	0%	1%	14%	18%
Other international actors (provided by UN Women, the UK, Canada)	0%	1%	7%	8%
Online training	0%	2%	4%	9%

Most deployed PSD personnel do not receive training on gender-related topics prior to deployment.

Table 5.2 shows the types of gender-related training received by PSD personnel prior to deployment. According to the FFF, gender training is offered during pre-deployment training, yet the majority of deployed personnel report not having received gender training prior to deploying. This is concerning, considering that gender equality and supporting the implementation of the WPS agenda are core parts of UN PO mandates.

Furthermore, deployed women are much more likely than deployed men to have received some form of gender training: 73% of deployed men reported not having received any form of gender training prior to deploying compared with 57% of women. This could indicate a perception that gender and gender equality are more relevant and significant to women than to men. Yet men are over-represented in POs, and they do contribute to dynamics of gender inequality in these settings. Their active involvement and commitment are also needed for UN POs to become more gender-equal environments. As such, men need to be equally trained on gender.

Table 5.2: Survey responses to the question: ‘Have you received any of the following types of training prior to serving in a UN peace operation?’³⁰

Type of Training	Women deployed	Men deployed
Training on SEA	32%	20%
General gender training	32%	18%
Gender training for leadership	25%	11%
Specialized gender training	39%	20%
Institutional anti-harassment training	36%	15%
None of the above	57%	73%

Some deployed personnel reported not having access to adequate equipment, infrastructure, or uniforms in mission.

According to the FFF, women are supposed to receive deployment gear/equipment/uniforms specifically made for women.

According to multiple leaders, there is no difference between men and women when it comes to distributing equipment. One leader says that ‘women and men get the same uniforms and supplies, and there is no difference between a man and a woman. Even on the mission’s territory, missions are distributed according to UN arrangements without distinguishing between men and women.’

Other leaders say: ‘Infrastructure, equipment and uniforms are the same as those determined by the mission command and provided by the mission command or the PSD in Jordan, according to the agreement concluded between the two parties. Women receive the same equipment as men.’

and:

‘The uniform is the same and the logistical equipment is the same for males and females. There is nothing special for women. It is all the same with regard to weapons and ammunition. They can be given to us on the mission territory and in demilitarized areas; neither male nor female weapons are issued. There is a basic and unifying factor for all the personnel of the United Nations Commission of different nationalities and countries, which is the blue wilderness, and we can wear the dress of our country or the dress of the United Nations. The important thing is that the wilderness is uniform for all.’

The participants from the PSD indicated at the verification workshop that the dress code was unified and that there was nothing specific for women, but that there were criteria for men’s and women’s clothing that were suitable for both. According to UN instructions, in demilitarized zones, no weapon is dispensed to either male or female, as a UN protection force carries the weapons.

However, our survey finds some discrepancies. See Table 5.3. Indeed, 19% of the personnel who have been deployed to a UN mission did not have access to their preferred bathroom. Women were more likely to say they did not have access to their preferred bathroom or to uniforms that fit them. While only 13% of men said they did not have access to their preferred bathroom, 39% of women said so.

According to the leadership, the needs for men and women peacekeepers are the same, and so they are provided with the same equipment. Analysis of their responses indicate that there is no consideration of women’s equipment/infrastructure needs.

Furthermore, 14% of personnel said that they could not lock the door to their sleeping quarters (they were all men; none of the women said that they could not lock the door to their sleeping quarters). Additionally, 12% of personnel, including 7% of all men and 29% of all women, said that their uniforms did not fit them. Table 5.4 highlights the differences in perception.

Table 5.3: Survey answers to the question ‘Please list the equipment you received when you were deployed to the UN peacekeeping mission.’

Equipment (Total no. : 119)	% Women (Total no. : 28)	% Men (Total no. : 91)
Ammunition	11%	60%
Arm band	93%	84%
Beret	89%	73%
Bullet proof vest	96%	77%
Cap	71%	71%
Headscarf	18%	18%
Helmet	89%	80%
Radio	82%	47%
UN handbook	79%	68%
UN scarf	72%	54%
Weapon	18%	55%

Table 5.4: Survey answers to the question ‘What facilities/equipment provided did you find inadequate in the recent peace operation?’

Facility/Equipment (Total no. : 119)	% Women (Total no. : 28)	% Men (Total no. : 91)
Bathroom	79%	35%
Sleeping quarters	68%	24%
Office space	29%	13%
Food	61%	20%
Recreational space	50%	27%
Uniform	39%	13%
Equipment	46%	16%
None	7%	53%

Personnel, especially women, may not have access to contraception, reproductive healthcare or sanitary products while on mission.

According to the FFF, feminine hygiene products are not part of the standard deployment kit. Seventy-one per cent of all deployed women said that they did not have access to adequate sanitary products. Only 48% of the sample, of which 77% are men, said that they had access to reproductive healthcare during missions. According to the PSD, with regard to healthcare, contraceptive products and women’s hygiene products are considered to be the responsibility of the personnel, male or female. Both receive such care equally and according to the instructions and needs of each member of personnel.

Mental health care is lacking on deployment according to a third of respondents.

Thirty-two per cent of all the personnel deployed (including 27% of men and 46% of women) said they did not have access to mental healthcare during missions.³¹

31 The question asked was: ‘Were you able to obtain general mental healthcare during your last deployment?’



ISSUE AREA 6: Peace operations experiences

LOW PRIORITY

The peace operations experiences issue area assesses the impact of (positive and negative) experiences during deployment, including experiences of meaningful participation, on women's decision to redeploy or not, and to encourage or discourage others from deploying.

This is an issue area of low priority for the PSD. Issue area 6 scored relatively highly compared with all the other issue areas. In other words, it is not a major barrier for men and women, nor for women specifically. Moreover, women and men have similar experiences and perceptions about this issue area although there are some notably important exceptions.

Summary of results

MAIN OPPORTUNITIES

- The vast majority of deployed personnel are satisfied with their PO experience and the contribution they made to the POs they were deployed to.
- Deployed personnel report being well trained and prepared for the mission.
- Most deployed personnel from the PSD have not experienced bullying-type behaviours in mission.
- Senior leadership understands that women's contributions are advantageous for PO outcomes.

MAIN BARRIERS

- There is little support provided by the PSD to personnel upon their return to Jordan, which affects women disproportionately: women face more difficulties than men do when it comes to post-deployment reintegration.

The PSD dispatches assessment and inspection missions to its personnel while on a PO. On return, the PSD shall grant one month's leave from the date of return to those returning from PO functions. Medical examinations are carried out for all returnees, and they are praised for their efforts through symbolic honorary gifts, where they are recognized by the leadership of the PSD. Moreover, interviews with participants are posted on the social media pages of the PSD as well as being streamed on a famous Jordanian TV show, namely the *Ain Sahara* programme.

GAPS IN PERCEPTION AND EXPERIENCE

- Deployed men and women face different types of problems in mission.
- Deployed women are more likely than deployed men to report negative experiences, discrimination and unnecessary criticism in mission, with women being less likely than men to believe that all personnel are treated equally in mission.
- Deployed men and women receive support from different sources when they are transitioning back to their home country following a deployment.

CROSS-CUTTING ISSUE AREAS

The work environment during UN operations appears to be conducive to the integration of deployed women, with the result that they report mostly positive experiences of deployment (issue area 10). However, women appear more likely to experience problems while deployed as well as upon their return in Jordan, particularly interpersonal or relationship problems. The nature of the problems faced by women during and following deployments indicates that they are rooted in gender roles (issue area 9), as women's deployment is less likely to be accepted than men's.

Detailed results

OPPORTUNITIES

Most personnel derive a sense of satisfaction from their experiences and contributions during deployment.

During the survey, 94% of the personnel (including both men and women) said that they gained a sense of fulfillment while on the mission. This can be attributed somehow to the PSD's efforts in appreciating the work of those who have been deployed to the missions. The PSD shows these achievements through the media as success stories and through appreciation letters, which confirms their humanitarian role.

According to a key decision-maker, 'Women have a more humanitarian role in helping refugees, specifically refugee women, as women are more reassuring for women. As for the men, in addition to their field mission, there is utilization of their efforts in national and religious occasions for humanitarian works, for example, Eid al-Adha. They buy sacrifices and distribute them to the poor, or they dig wells to benefit from them because they are at war and need water. They participate in the community and help them.'

Personnel socialize on missions.

According to the survey, 93% of personnel engaged in social activities while in the mission and this includes both men and women. Furthermore, 85% of personnel (including both men and women) participated in at least one form of networking programme such as male or female groups, rank-specific groups, etc.

Personnel are prepared for missions.

Ninety-seven per cent of the deployed personnel (including both men and women) said that their roles on the mission matched their skills. Ninety-six per cent of personnel (including both men and women) said that they felt that they were prepared for the mission.

Few personnel felt discomfort with their job while on the mission (only 1%). Few personnel faced problems adjusting to the local culture (only 5%).

Personnel report a lack of negative experiences.

Most of the survey respondents who have been deployed report not having experienced bullying-type behaviour in mission. Indeed, 97% of personnel said that people do not make jokes about women or minorities on mission; 99% reported no jokes about men; 94% reported no jokes about other socio-economic classes; 99% reported no jokes about others' age; 95% reported no jokes about race/ethnicity; 96% reported no jokes about nationality.

Most personnel have access to a vehicle while deployed.

Fifty-five per cent of male and 64% of female survey respondents said that they had access to vehicles in times of need. Of the remaining personnel, 36% of male and 32% of female survey respondents said that depending on the mission, they had access to vehicles when they needed them.

Senior leadership understands that women's contributions are advantageous for PO outcomes.

The majority of senior leadership emphasize that women are advantageous to PO outcomes, with at least ten leaders highlighting their important role in supporting groups that are most frequently placed in situations of vulnerability, which include women, children, and the elderly. Furthermore, at least four respondents note that men and women share similar experiences/contributions in POs.

According to the leadership, 'In the United Nations, there is no difference between the contribution of women and men, and therefore we do not find any difference. We send what is requested of us, but we see that the contribution of women in some conflict areas is more effective and stronger than men's, for example, Darfur. They do not accept the presence of men to train women and also need women to deal with female prisoners, and abused women and children. Women are closer to women and children and are able to hear women, understand them, and solve their problems. Men are imposing and maintaining order, and spreading human rights.'

According to another leader, 'The role of women is very important as it comes to support the vulnerable group of women, children, and the elderly, and they are more capable of it than men are.'

A key decision-maker explains that 'there is a very important role for women in conflict areas, as they are able to help the vulnerable group of women, children, and the elderly in a better way than men can. We have policewomen who were able to achieve justice and achieve human rights.'

Men and women have similar experiences/contributions

According to the leadership, 'Duties are entrusted to different groups, women and men; whether they are executive or whether they are regular police duties. The other side is reform and rehabilitation. There is also the aspect of dealing with refugees. There are also the duties of the community police, which are filled in cooperation with the local police and the community.'

According to the leadership, 'Men are no better than women in maintaining peace, but women are different from men, and this leads to diversity, which is required in police work and which enhances the role and mission of men, as it is a participatory and complementary relationship, and this is what the United Nations seeks.'

BARRIERS

Personnel have heard stories of negative experiences in POs, and these stories can negatively affect people's willingness to deploy.

Thirty-four per cent of the sample (128 survey respondents) expressed that they had heard of women having a negative experience during a PO. Of those, 31% (40 survey respondents) said that the negative stories from women affected their decisions about deployment. Forty-five per cent of the sample (172 survey respondents) stated that they had heard of men having a negative experience during a peace operation. Of those, 19% (34 survey respondents) said that the negative stories from men affected their decisions about deployment.

Deployed personnel face problems during missions.³²

While, overall, 99% of deployed personnel surveyed report having faced at least one problem in mission, the detailed survey results in Table 6.1 indicate that deployed women were more likely than men to report facing certain types of problems in mission. Women were more likely than men to report problems with driving, which may indicate a gap in preparedness prior to deployment. They were also more likely than men to experience problems with lodging and hygiene, which could point to a lack of consideration of women's needs when it comes to mission infrastructure (see issue area 5). Finally, women are more likely to face problems with other countries' PO forces, as well as strained relations with colleagues from the PSD. This result could be interpreted as resulting from the particular stigma that female peacekeepers may experience as part of POs but also in their home country due to their decision to deploy (see issue area 4). It is socially common that women's decisions are influenced by their social conditions and they must take into account many factors surrounding them and their families. In a few cases, women feel guilty about their decision to leave their family and children to join POs.

Conversely, deployed men were more likely than women to report homesickness as well as problems adapting to the local culture while deployed.

Taken together, these results highlight the importance of providing adequate mental health and psychosocial support to deployed personnel, but also the importance of considering the impact of gendered factors on the types of challenges deployed personnel face.

32 In regards to IPOs, the responsibility for providing equipment such as housing, hygiene and mission infrastructure rests with the participating personnel, and depends on the nature of the task, the environment, the climate and the possibilities available in the host country. These conditions combine to constitute an obstacle to the participation of women and thus cause a rise in complaints in this area. With regard to participation in FPU provided by the sending State and in accordance with UN instructions and oversight, it is not possible to measure these obstacles to women who were not participating in FPU within the measurement tools of this study.

Table 6.1: Survey responses to the question ‘What problems did you face during deployment?’

Problem (Total no. : 119)	% Deployed women (Total no. : 28)	% Deployed men (Total no. : 91)
Driving accident	18%	7%
Health problems	36%	27%
Discomfort in the job as a peacekeeper	8%	3%
Problems adjusting to the local culture	0%	19%
Issues with payment	4%	1%
Homesickness	68%	74%
Problems with lodging/hygiene	29%	19%
Problems with food	32%	24%
Problems with peacekeepers from other countries	11%	1%
Unsafety due to violence	18%	18%
Victim of a crime	4%	3%
Relationship problems with other peacekeepers during the mission	4%	1%
Relationship problems at home	18%	1%
I don't know/prefer not to say	7%	7%

Women are more likely to report negative experiences while on mission.

Personnel with deployment experience were asked whether they had different types of negative experiences such as receiving unwanted messages from colleagues, being called by a different name, being criticized for not fulfilling their family duties, and/or experiencing other behaviour that made them uncomfortable. Eleven per cent of men reported that they experienced at least one of the above while 32% of women said so.

Women are less likely to be able to leave the base.

Fifty-seven per cent of female personnel, of which 60% have been deployed as IPOs and 25% were part of the battalions, reported that they could not leave the base if they wanted to. A total of 29% of male personnel reported the same experience. Generally speaking, the instructions on personnel mobility to leave the base are unified for both genders by the UN and are governed by specific controls to safeguard the security and safety of the deployed personnel, which vary by function and mission

Some women feel discriminated against during missions, more so than men.

While 71% of deployed men said that they did not experience any discrimination, only 57% of women said the same. Similarly, while 81% of men said that they did not experience unnecessary criticism in the mission, 68% of female personnel said the opposite.

While 87% of male respondents said that everyone is treated with respect during the missions, only 64% of women expressed the same.

Women are less likely to engage in leadership opportunities during missions.

Engaging in leadership opportunities during missions depends on the capabilities and skills possessed by the participants in POs. The person who takes on the role of leadership on the mission territory follows the instructions, policies, and standards of the UN. However, women are 50% less likely to have taken leadership mentoring programmes on missions compared with men.

Women face more difficulties than men transitioning back from missions when they return home

At the institutional level, personnel transfers and re-transfers are subject to specific standards followed by the PSD, and these standards are applied in a fair and impartial manner. According to the leadership, 'Women are in a more difficult situation compared with men (work longer hours) because most of them work full-time to try to save days, so they can take them off and go back to see their children³³ (because there are missions that last up to a year and can be extended).'

According to the survey (see Table 6.2), while 87% of men said that they did not have any problems transitioning back from missions, only 36% of women stated that they did not have such problems. Women were more likely than men to experience problems in their personal and societal relationships upon return.

The social pressure that falls on women if they choose to deploy in POs and leave their traditional role as caregivers for the family and children is a major obstacle to them. Normally, women are expected to put family and social duties at the forefront, which would affect their decisions that are in their best interest.

It is necessary to intensify work on the community culture that supports the participation of women, show that family burdens are not exclusive to women, and that women have the right to make decisions related to their professional future.

Table 6.2: 'What problems did you face upon returning home after a deployment?'

Problem (Total no. : 119)	% Women (Total no. : 28)	% Men (Total no. : 91)
Problems with spouse	14%	1%
Problems with family members	4%	2%
Problems with children	11%	2%
Problems with friends	14%	2%
Financial problems	0%	3%
Disturbance to the marital bond	11%	0%
Divorce/separation	14%	1%
Demotion	0%	0%
Wasted time	0%	0%
Disliking colleagues at home	4%	1%
Mental health Problems	4%	0%
Physical health Problems	4%	2%
Boredom	4%	7%
Social stigma	11%	1%
Missed out on/delayed opportunities for career advancement	4%	0%
Rumors	21%	1%
Problems deploying again	14%	2%
No problems	36%	86%

There is little formal reintegration support upon return.

Only 11% of the personnel (all men) stated that they received help for transitioning back from deployment from the PSD. It should be noted that, in the event that returnees from POs are exposed to a problem, they are provided with psychological support (health care and psychiatric care) by the Jordanian Royal Medical Services. However, more psychological support programmes, psychological resilience and life skills are still needed to help returnees integrate healthily into their community. See Table 6.3

Table 6.3: ‘Who helped you to transition back into your country after your return from the last peace operation?’

Facility/Equipment (Total no. : 119)	% Women (Total no. : 28)	% Men (Total no. : 91)
The UN	0%	3%
Formal programme within the PSD	0%	11%
Government	0%	0%
Supervisor	4%	5%
Friends	36%	35%
Family	75%	63%
Colleagues	14%	15%
Mentors	4%	2%
No one	25%	34%



ISSUE AREA 7: Career value

LOW
PRIORITY

The career value issue area measures whether POs help the careers of deployed personnel. This, in turn, affects whether or not men and women are likely to deploy and redeploy. Women who have deployed may choose not to redeploy if it is not advantageous to their career prospects.

This is an issue area of low priority for the PSD. This was a lower barrier for both men and women and it did not affect women more than men. Similarly, women and men had similar, rather positive experiences and perceptions about this issue area.

Summary of findings

MAIN OPPORTUNITIES

- Most PSD personnel believe that deployment brings professional benefits and are not concerned about deployment hindering their career progression.

MAIN BARRIERS

- Despite the incentives provided by the PSD and mentioned earlier in the report, most of the deployed personnel feel that they receive little recognition from the government, the media, and their communities.

GAPS IN PERCEPTION AND EXPERIENCE

- Although deployment is not a promotion criterion, women are less likely than men to report tangible career progression as a result of deployment (i.e. rising in ranks).
- Women are significantly less likely to report receiving recognition from the PSD for their contribution to POs.
- Women are significantly less likely than men to return to their former position upon their return to Jordan.

CROSS-CUTTING ISSUE AREAS

The findings in this issue area indicate that women's contributions to POs are less likely to be recognized than men's, and that they derive less benefits from deploying than men do, even as the cost they pay for deploying is higher than for men. As such, it is unsurprising that women are more likely than men to not be interested in deploying (issue area 10).

While the PSD is making efforts to recognize and celebrate peacekeepers' roles in UN POs, the contributions of uniformed women to international peace and security are not yet widely disseminated or shared in Jordan. Doing so would represent an opportunity to highlight women's work and value in non-traditional roles (issue area 9), and thus to actively counter gender stereotypes.

Detailed finding

OPPORTUNITIES

Deployment provides personnel with professional benefits.

The majority of respondents believe that deployment brings some professional benefits, although women are less likely to say so. According to the survey, 62% of the personnel (including 64% of all men and 60% of all women) believe that deployment advances their career. In addition, 66% of personnel (including 70% of all men and 61% of all women) said that they learn new skills on a PO. POs do not delay promotions/disrupt career opportunities.

There are efforts to recognize peacekeepers' contributions within the institution and at the national level.

According to the FFF, personnel receive recognition from the PSD – they receive medals and appreciation letters highlighting their role – and are featured in institutional communications such as newsletters; they are also recognized through television and radio programmes and on the PSD's official social media platforms. In addition, there is a national peacekeeping day. Moreover, honorary symbolic name plates are placed on the entrances to the military units with the names of all the martyrs of peace. Furthermore, the PSD has renamed the buildings and training rooms in the PSD after the martyrs as a means of committing to their memory. Not only that, but also the PSD provides permanent assistance to the martyrs' relatives in recognition of what they gave on behalf of the homeland in the conflict zones. In addition, television shows³⁴ on participation in POs are conducted in recognition of the peacekeepers' and Jordan's contribution.

BARRIERS

Women are less likely than men to believe that deployment advances their career.

Among all the personnel surveyed, women are more likely to say being deployed on a PO does not advance their career. A total of 88% of men surveyed said that being deployed on a PO advances their career, and 12% said that it does not advance their career. A total of 62% of women surveyed said that deployment on a PO advances their career, and 38% of women stated that it does not advance their career³⁵. Among personnel who have been deployed, 90% of men and 71% of women believe that deployment advances their career.

Table 7.1 shows the benefits personnel think they will obtain by deployment. Women do not think they can rise in ranks as a result of deployment at all (while 8% of men do); women identify extra salary as more of a significant benefit and less so for making friends than men do.

Table 7.1: 'In your opinion, what are the benefits you have obtained/will obtain by participating in a UN peace-keeping mission?'

Benefit	Non-deployed		Deployed	
	% women (Total no. : 166)	% men (Total no. : 96)	% Women (Total no. : 28)	% Men (Total no. : 91)
Extra salary	66%	29%	50%	43%
Improved CV/resume	3%	7%	29%	25%
Better rank ³⁶	3%	1%	0%	8% ³⁷
New skills	57%	55%	86%	86%
New friends	39%	43%	71%	80%
Increased cultural awareness	51%	55%	79%	85%

34 JDPKCO, [video], YouTube (22/08/2021) youtu.be/QexDHBdhtol and youtu.be/jFC2M42_ebk (accessed 22/04/2023).

35 The remainder of the survey (24% of male respondents and 2% of female respondents) were either neutral or did not answer the question.

36 Herein refers to a better position or function

37 It is also worth noting that promotion is not linked to deployment

Deployment is not taken into account for promotions.

According to the PSD, the promotion process is subject to specific criteria within the laws and regulations followed in PSD and depends on competence, ability to lead, and years of service for each rank (seniority of appointment), etc., and does not include participation in POs.

In the survey, 97% of the entire sample think that deployment is not considered for promotions within the PSD.

Recognition of the work of peacekeepers, especially women, is not adequate according to peacekeepers themselves.

One male and one female peacekeeper said they were recognized by the media; one male and two female peacekeepers said they were recognized by their community (neighbours, hometown, etc.). One peacekeeper reported that her/his effort was recognized by the government. Forty-five per cent of the survey respondents reported having been recognized by the PSD, and 55% of peacekeepers (including 58% of men and 43% of women) did not report being recognized by the PSD.

Women are significantly less likely to return to their former job after they return from PO.

While only 8% of men deployed said that they did not return to their job at the PSD after returning from a PO, 71% of women deployed said that they did not return to their job at the PSD. However, this is due to vacancies and their availability or occupancy, and in some cases, this could be based on their own personal choice and wishes, but further research might help understand the factors that inform this gap.



ISSUE AREA 8: Top-down leadership

MEDIUM
PRIORITY

The top-down leadership issue area explores the impact of political will among those in influential positions (or lack thereof) on women's deployment and meaningful participation in POs.

This is an issue area of medium priority for the PSD. Issue area 8 constitutes a barrier for both men and women and perceptions between men and women were similar. However, there is a notable gap between what is stated by leaders and what is institutionalized in the PSD, on the one hand, and the actual level of implementation in practice, on the other hand. In other words, personnel's perceptions and experiences in the PSD do not reflect the policies, practices and programmes that exist.

Summary of results

MAIN OPPORTUNITIES

- The PSD is committed to gender equality, and there are institutionalized mechanisms for the promotion of gender equality in the PSD.
- Gender mainstreaming takes place in the PSD through the implementation of institutional gender assessments.
- Within the PSD, there are male allies as well as female trailblazers who can contribute to supporting women's career and professional development.

MAIN BARRIERS

- Although the institutionalization of the gender perspective is ongoing in the PSD, the survey indicates that it is insufficient when it comes to training and personnel's awareness and knowledge of the PSD's gender equality commitments and initiatives.

GAPS IN PERCEPTION AND EXPERIENCE

- While the majority of the personnel report being willing to report misconduct to their leadership, women are less likely than men to express willingness to engage with their leadership on job-related matters.

CROSS-CUTTING ISSUE AREAS

Gender and gender equality are gradually becoming institutionalized within the PSD, and there is visible male support. Furthermore, a vast majority of personnel are willing to report misconduct. These are signs of an increasingly inclusive working environment (issue area 10).

However, gender roles, which remain traditional within security institutions, impact on the effectiveness of the change to which leadership is committed. Indeed, women are under-represented in managerial positions in the PSD, which risks further reinforcing the perception that women are not fit to be leaders in 'hard security'³⁸ organizations (issue area 9). Despite the PSD's efforts with regard to gender, both through the training of trainers in all provinces to strengthen their role in the dissemination of gender awareness and through the integration of gender in all training courses since 2020, these efforts remain insufficient, posing a missed opportunity to address gender stereotypes and prejudices.

38 'Hard security' has been defined as the same as traditional security and is an effort based on military force to deal with the challenges and risks facing States and the international community. Dr. Abdel Fattah Ali Al-Rashdan, 'The Concept of Global Security Has Evolved in a Changing World', *Humanities and Social Sciences*, Vol. 46: No. 3 (2019), available at: journals.ju.edu.jo/DirasatHum/article/viewFile/102277/10708?target=_blank (accessed 22/04/2023).

Detailed results

OPPORTUNITIES

There are institutionalized mechanisms for the promotion of gender equality in the PSD

According to the FFF, senior leaders take at least one gender training course; they punish violators of SEA; they speak against SEA; and they have stated the importance of gender mainstreaming publicly. In addition, interviews with key decision-makers from the PSD indicate that steps have been taken to mainstream gender across the PSD.

The PSD has prepared an awareness plan for the dissemination of gender culture awareness in the PSD at all levels, including at the strategic and operational levels, through specialized workshops, courses and lectures in various courses. At the strategic level, leaders and managers in all regions have been targeted through sessions to raise awareness of basic concepts of gender and to indicate the role of leaders in supporting the integration of gender and the implementation of these principles in their administration. In addition, five Social Ambassadors – at the level of decision-makers at the brigadier's and Colonel's ranks – have been appointed in all regions to be supportive of gender mainstreaming.

In addition, to ensure the effective integration of gender, a network of gender officers has been appointed in all units of the PSD. Work is being done on the development of an action plan for each department. Liaison officers coordinate to provide quarterly reports on the main achievements in this regard within their departments, activities, and relevant performance indicators.

A specialized subject on gender has been developed in public security and has been incorporated into the training curriculum for newly joined personnel. In this context, a group of trainers has been trained and qualified on the concept of gender in all provinces, and gender has been integrated in all trainings in order to ensure the wider dissemination of the concept, which has a positive impact on the institutional culture within the PSD. In addition, a number of community police personnel and heads of security centres who deal directly with the society have been trained to make their interventions and initiatives gender-sensitive.

The Gender Office was established on 21 May 2020, given the importance of finding an entity to follow up work with various departments and measure achievement. The Office is working to review policies, instructions, strategies, and projects from a gender perspective. In this context, the Gender Impact Self-Assessment was conducted in the PSD, through which the Directorate was able to identify gaps and challenges in gender mainstreaming; One of the recommendations resulting from this evaluation is the development of the gender mainstreaming strategy in the Directorate, which is a pilot experience at the regional level. A gender audit is currently being conducted – with the British counterpart – and as a start the Training Directorate is being audited to review training policies, infrastructure, training environment, training methods, and their gender sensitivity.

According to one of the leaders: 'On 21 February 2021, the Public Security Directorate's Gender Strategy (2021-2024) was launched. A strategy that intersects with JONAP was developed based on the Jordanian National Action Plan for the implementation of Security Council Resolution 1325 in regards to the WPS agenda (gender mainstreaming is a necessity in the public security apparatus).'

There are male allies who support women's equal rights within the PSD. Furthermore, the leadership expresses support for women's meaningful participation in POs.

During the survey, 50% of men and 57% of women said that there are male allies who have mentored a female colleague; 36% of men and 41% of women said that there are male allies who have stood up for women who were being discriminated against; 17% of men and 27% of women said that there are male allies who have helped promote women in rank; 28% of men and 38% of women said that there are male allies who have talked with their male colleagues to correct problematic behaviour towards women. See Table 8.1.

Table 8.1: Survey responses regarding various types of actions performed by male allies

Actions performed by men	% women who have witnessed action	% of men who have witnessed action
Mentored a female colleague	57%	50%
Stood up for women who were discriminated against	41%	36%
Helped promote women in rank	27%	17%
Promoted policies that help women	38%	28%
Talked with their male colleagues to correct inappropriate behaviour towards women	47%	33%
None of the above	20%	25%

There are female trailblazers who are well-known.

Forty-one per cent of the sample (men and women equally) said that they know female trailblazers within the PSD.

Retired Colonel Fathia Salameh Majali (Libya Mission, 2014), Retired Colonel Mai A'wada Al-Dababnah (Kosovo Mission, 2008), Lieutenant Colonel Noha Mohamed Al-Abadi (Kosovo Mission, 2008), and Lieutenant Naifah Al-Amush, who was recently selected to serve on the UN Mission in Khartoum. .

Personnel are willing to approach their leaders to report misconduct.

Eighty-three per cent of all personnel (including 85% of men and 80% of women) feel they are willing to approach leadership about reporting misconduct. This is a positive finding as personnel's willingness to report misconduct means there is less of a risk of impunity for misconduct in the PSD.

According to the FFF, gender mainstreaming occurs via a gendered needs assessment

In 2018, JNCW, in cooperation with NATO and NAMA Strategic Intelligence Solutions, conducted a gender assessment in the PSD. Also, in 2020, under JONAP, a Gender Impact Assessment (GIA) was completed whereby a number of evaluation procedures were implemented in the PSD in line with their action plans on gender through the implementation of the Executive Plan for Gender Integration Strategies. In 2020, within the framework of the first national plan to operationalize Resolution 1325, the GIA was conducted in the Directorate with the support of the UN Women as previously mentioned.

Furthermore, leaders understand what a gendered needs assessment means. For example, they have stated: 'The equipment that is given to men is given to women and according to the tasks. The clothes are measured and customized according to what suits them and according to the task.' However, these initiatives appear to be informal, whereas a systematic gendered needs assessment could be conducted every year.

The General Security Directorate has an official women's association.³⁹

Women's professional organizations can form networks that provide guidance and support to peers as well as training and professional development opportunities. They can also contribute to creating a more inclusive institutional culture in general by highlighting the voice and needs of women in uniform and providing safe spaces for them to share experiences. In general, women's associations would be a resource for the security institution 'to be able to improve representation, including through consultation on recruitment strategies, gender policies, action plans, diversity training, and other training curricula'.⁴⁰

The Women's Police Command in addition to the Gender Office are units in the organizational structure of the PSD for the institutionalization of a gender perspective, as well as training, awareness-raising, advocacy, and increased knowledge, to ensure gender equality. Within this framework, the Senior Women's Police Officer of the Unit is appointed to deal with sensitive women's issues and provide guidance on reporting any irregularities or special needs and can sometimes help convey a complaint or need to the supervisor for institutional action and in line with labour policies.

39 The Women's Police Command and the Gender Office forms the equivalent of the institutionalised format of the PSD's Women's Affairs association, and serves as an association. However, the Jordanian legal system does not define it as an association, in order to avoid contravening the concept of associations and the existence of legal provisions which prohibit personnel of public security and military associations from legal associations..

40 DCAF, OSCE/ODIHR, UN Women, 'Policing and Gender', in Gender and Security Toolkit. (Geneva: DCAF, OSCE/ODIHR, UN Women, 2019) available at: www.dcaf.ch/sites/default/files/publications/documents/GSToolkit_Tool-2%20EN%20FINAL_o.pdf p.30 (accessed 22/04/2023).

BARRIERS

Leaders could better promote gender equality, notably through disseminating and promoting gender training to personnel.

According to the FFF, gender training is offered as in-service training in the PSD. In the survey sample, 10% of the personnel (men and women equally) said they are aware that such training exists.

Among the survey respondents, 28% (including 25% of men and 31% of women) said that senior leaders promote gender training to the personnel.

Women are less likely to have mentors, and they are less likely to be supervisors.

While 98% of men said that they have mentors within the PSD, just 84% of women said the same.

The operationalization of the gender approach is insufficient and there is insufficient discussion about gender matters in the PSD.

Although according to the FFF, the PSD has an official gender mainstreaming strategy, only 12% of the interviewees are aware of such a strategy. Furthermore, according to the FFF, the Directorate has a gender office, ambassadors, gender advisers, liaison officers, and specialized trainers. A group of male and female leaders of the PSD have been appointed as supporters of the concept of gender; they participate in various events and activities related to gender, have a role in promoting gender in their workplaces, and are considered role models for others – yet survey respondents reported not being aware of such initiatives. Only 14% of the survey personnel (20% of men and 8% of women), of which 54% are higher rank and 37% are medium rank, are aware of the existence of a gender division (women are significantly less likely to be aware), 18% (20% of men and 16% of women) of personnel, of which 45% are higher rank and 41% are medium rank, are aware of the existence of a gender focal point (women are significantly less likely to be aware), 17% (18% of men and 15% of women) of personnel (including 48% of higher ranks and 38% of medium ranks) are aware of the existence of gender coaches, and 11% (15% of men and 7% of women) are aware of the existence of gender toolkits (women are significantly less likely to be aware).

Furthermore, 78% of surveyed personnel (including 83% of men and 76% of women) did not know about UNSCR 1325. This includes 67% of high-ranking officers, 82% of mid-rank, and 90% of lower-rank personnel. Men are significantly more likely to know about UNSCR 1325.

Finally, according to the FFF, gender training is required for all new recruits at the basic training, but only 17% of personnel are aware of such trainings. During the survey, 72% of personnel said that they have not taken any gender course in the Training Directorate, and 86% said that they have not taken any gender course while in service. This is true for all ranks among the surveyed personnel. This is problematic, because gender training is a key tool to convey gender equality and WPS knowledge, to train personnel in integrating a gender perspective in their work, and to make mindsets and attitudes more inclusive and gender equal.

The survey confirms that PSD personnel with deployment experience are significantly more likely than never-deployed personnel to have received training on gender-related topics. This finding is encouraging in the sense that deployment seems to provide opportunities for PSD personnel to receive gender training and to develop their gender equality knowledge, skills, and attitudes. However, the vast majority of never-deployed PSD personnel have not been trained on gender. See Table 8.2.

Finally, survey data shows that only 14% of personnel have taken a gender course during deployment.

Table 8.2: Survey responses to the question: ‘Did you receive any of the following training in the PSD?’

Type of training	Women (No. 194)	Men (No. 187)	Deployed		Non-deployed	
			Women (No. 28)	Men (No. 91)	Women (No. 166)	Men (No. 9691)
Training on SEA	18%	15%	43%	27%	14%	3%
General gender training	18%	15%	43%	23%	14%	7%
Gender training for leadership	12%	10%	25%	15%	10%	4%
Specialized gender training	19%	17%	46%	25%	14%	9%
Institutional harassment training	11%	11%	25%	21%	9%	1%
None of the above	72%	72%	32%	58%	77%	82%

Personnel, particularly women, are sometimes reluctant to approach leaders.

Women are significantly less likely to approach PSD leadership about job-related matters compared with men. Among the survey respondents who expressed unwillingness to approach PSD leadership about job-related matters, 73% were women.

Furthermore, among the survey respondents who expressed unwillingness to approach PSD leadership about reporting misconduct, 69% were women. Forty-three per cent of the personnel do not feel comfortable to approach PSD leadership about personal matters. Of those, 67% are women.



ISSUE AREA 9: Gender roles

HIGH
PRIORITY

The gender roles cross-cutting issue area explores whether the prevalence of gender stereotypes and discriminatory attitudes influences the number of women deploying and their ability to meaningfully participate in POs. We assess this by looking at the degree to which women and men hold traditional roles and views about the roles that men and women play in society. We also assess the degree to which a gender protection norm exists in the institution. This means we assess whether men and women continue to feel that women must be protected from danger.

Although this is an issue area of medium priority for the PSD, it is important to consider the fact that many questions were either deleted or reworded during the localization process. It is important to ponder why speaking about gender roles should be a taboo in the PSD, especially since such topics are cross-cutting issues meaning they can influence all the eight previous issue areas. The scores for issue area 9 show that women have different experiences than men with respect to this issue area. Moreover, there is a gap between policy and actual experience.

Summary of findings

MAIN OPPORTUNITIES

- Women do not seem to be performing additional work on POs compared with men.
- Senior leaders recognize that gender stereotypes exist towards women, which is a positive step towards taking action to address these stereotypes.
- The vast majority of PSD personnel believe that women are capable of conducting tactical operations.

MAIN BARRIERS

- Gender stereotypes impact on conceptions of what tasks men and women should take part in during deployment.
- The gender protection norm exists in the PSD and risks influencing women's access to operational roles.

GAPS IN PERCEPTION AND EXPERIENCE

- Although both men and women do additional work in POs mission, these additional tasks differ according to their gender.⁴¹
- Women are more likely to serve as gender advisers than men are. This could indicate that gender equality continues to be perceived as more of a women's problem rather than everybody's concern in the PSD.

Detailed findings

OPPORTUNITIES

Women and men equally engage in extra work during POs.

Both female and male peacekeepers have participated in extra work during POs. For example, they have both been equally engaged in childcare and driving. However, women have done more of such work that is considered 'gendered'. For example, while 89% of women have engaged in cooking, 70% of men have done so. A total of 86% of women have engaged in cleaning versus 71% of men.

Some senior leaders are aware that gender stereotypes exist.

Some key decision-makers understand that existing gender norms can prevent women from fully realizing their potential. For example, according to one key decision-maker, 'One of the most important factors is the factor of customs and traditions. The idea must be changed. Not everyone accepts the travel of women and their deployment in peacekeeping forces in conflict areas.'

The vast majority of PSD personnel believe that women are capable of conducting tactical operations.

Among the surveyed personnel, 5% expressed the view that women were not capable of tactical operations, of which 63% were men, 42% were high rank, 47% were medium rank, and 10% were low rank.

BARRIERS

Women are less likely than men to engage in operational activities while deployed.

While 19% of men said that they did not engage in combat/operational activities during their deployment, 39% of women said so.

It is important to note that individual participation in POs does not include combat operations. Moreover, senior leaders have said that there is nothing to prevent women from participating in any tactical operation, knowing that the duty of the PSD is not combative.

Men and women, including in leadership positions, hold gender stereotypes relating to PO roles.

The majority of key decision-maker interview respondents cite societal gender roles/culture as a direct challenge to women's meaningful participation in POs. This is confirmed by data from the survey that indicates the presence of gender stereotypes in the PSD relating to roles in POs.

In the survey, we presented different scenarios that could take place in POs, and asked respondents to tell us whether a man, a woman, or both, would be better able to handle the situation or perform certain tasks. The responses received show that gender stereotypes impact on conceptions of which tasks men and women should take part in during deployment. See Table 9.1.

For instance, 74% of the survey respondents (including 81% of men and 68% of women) believe that only men should respond to dangerous situations such as bombing, while 31% of women and 18% of men believe that both men and women should respond to dangerous situations such as bombing.

Survey findings also show that half of surveyed personnel believe only men should respond to a riot situation.

Table 9.1: Survey responses to the question ‘If a man and a woman are deployed on a peace operation, which of them do you think would be better suited for the following tasks?’⁴²

	‘The female peacekeeper should be deployed’ scenario		‘The male peacekeeper should be deployed’ scenario		‘Both peacekeepers should be deployed’ scenario	
	% total responses	Response by gender	% total responses	Response by gender	% total responses	Response by gender
Helping local women and children	34%	49% women	7%	5% women	58%	46% women
		19% men		10% men		71% men
Responding to a riot situation	1%	2% women	50%	52% women	49%	46% women
		0% men		49% men		51% men
Typing situation reports	7%	11% women	6%	6% women	87%	84% women
		3% men		7% men		90% men
Engaging with refugees in a camp	6%	7% women	14%	15% women	80%	78% women
		4% men		14% men		82% men
Training the local gendarmerie/police/military	4%	6% women	25%	21% women	71%	73% women
		3% men		29% men		68% men
Responding to a bombing	1%	0% women	74%	68% women	25%	31% women
		0% men		81% men		18% men

Key decision-maker interviews also reveal that leaders subscribe to stereotypical ideas regarding women’s supposedly natural strengths, such as responding to GBV or working with women and children. For instance, according to the leadership, ‘In some missions, the presence of a female component is very important, such as violence against children, women, and gender, where the policewomen treat these issues better and more comfortably. For example, a battered woman may find it difficult to complain to a man, but she may complain and be comfortable with a woman like her, and the presence of women in these missions enhances its function.’ According to another leader, ‘The role of women is very important in conflict areas because the conflict affects all segments of society, especially women, children and the elderly, and the best supporter of women in this situation and for helping them is a woman.’

Such ideas are not necessarily false – it is likely that some deployed women want to play such roles. However, these assumptions can become limiting for women who want to play non-traditionally-feminine roles during their deployment. These assumptions can also be harmful if women are assumed to be naturally skilled in some areas, such as GBV prevention and response, which actually require a specific skill set – including technical skills. Women who are assumed to be naturally suited to these tasks may not receive the training they need to perform these tasks.

Some leaders hold gendered protection norm views

Even though senior leadership believe that women are/should be deployed in all kinds of missions (at least ten leaders mentioned this) and that there are equal opportunities for deployment for POs in Jordan, they are reluctant to deploy women to missions that are considered dangerous or high risk – Mali and Central Africa more broadly are considered dangerous.

Several leaders have expressed sympathy with the idea of gender protection norm. For example, they state, ‘I am in favour of deploying women in missions that are normal and not very dangerous.’ Another male leader said, ‘Because there is a great danger in some locations, we do not make women face danger.’ These comments reveal a stereotype (presupposition) about women’s abilities that can hinder their participation.

And another leader said, ‘The physiological and physical nature of a woman, as she goes through her life with things that happen with her, affect her psyche and how she deals with those around her. A man has a power twice as strong as a woman.’ Another senior leader believes that ‘women’s roles support vulnerable groups in

42 The table should be read as follows:

- 34% of survey respondents think that the female peacekeeper should help local women and children.
- 49% of women surveyed think that the female peacekeeper should help local women and children.
- 19% of men surveyed think that the female peacekeeper should help local women and children.

areas of conflict – primarily women and children – and no human being is able to support women and children like a woman.’

According to a leader, ‘Sometimes the nature of the environment, if it is harsh, for example East Timor, makes it very difficult for women. The lack of housing for example: you live in a tent with a large number of men and women; I mean I support deploying women to places where conditions are favourable and appropriate for women and to protect their privacy and dignity. This should be taken into consideration.’

Men are less likely to serve as gender advisers in mission.

Seventy-one per cent of the survey respondents said that they had not served as a gender adviser during POs. Of these, 88% are men and 12% are women. Twenty-eight per cent of the survey respondents (including 16% of men and 64% of women) said that they had served as a gender adviser during POs.

The PSD Technical Committee clarified that positions in the territory of the mission follow the instructions and policies of the UN and that any appointments are made through them. It is therefore the UN’s responsibility to ensure that men and women are appointed to serve as gender advisers in mission in a balanced manner.

Women are less likely to be leaders.

Of the people who have not had any leadership experience (overall leadership experience in the PSD and in mission), 61% are female and 39% are male.



ISSUE AREA 10: Social exclusion

HIGH
PRIORITY

The social exclusion issue area explores whether in-group/out-group mentalities cause women to be marginalized, ostracized, denigrated, harassed, or attacked thus preventing them from deploying or participating meaningfully in POs. It also explores the ways in which male group cohesion forms. We assess this by looking at the levels of harassment and violence in the institutions and sanctions against them, as well as healthy and unhealthy ways of creating cohesion.

This is an issue area of high priority for the PSD. Issue area 10 constitutes a barrier for both men and women, but particularly for women. Moreover, women had more negative attitudes and experiences than men with respect to this issue area.

Summary of findings

MAIN OPPORTUNITIES

- Few personnel report having experienced harassment⁴³ or bullying-type behaviours in the PSD.
- There is an oversight and accountability structure in the PSD.
- Domestic violence is considered as a violation of disciplinary conduct.

MAIN BARRIERS

- A majority of personnel believe that men and women should be separated in training settings.
- There are reports of negative socializing experiences in the PSD, such as hazing, while opportunities to create healthy social cohesion are lacking. It is important that practices such as hazing be closely monitored and regulated, and that positive cohesion mechanisms be strengthened.

GAPS IN PERCEPTION AND EXPERIENCE

- While there are policies in place to prevent and combat harassment, report misconduct, and protect whistle-blowers, not all personnel are aware of the existence of these policies. Women are overrepresented among those who are not aware of the existence of the policies.
- Women are less likely than men to feel a high degree of cohesion and solidarity within the PSD.

Detailed findings

OPPORTUNITIES

Personnel have had few negative experiences in the PSD.

Over 80% of personnel in the PSD have never had bad experiences within the PSD. Less than 20% of personnel have had at least one negative experience in the PSD such as receiving unwanted text messages; facing criticism for not fulfilling family duties; hearing of or being called a pejorative name; hearing about or experiencing unwanted pictures published on the Internet by colleagues; hearing jokes being made about women in the PSD, and hearing jokes been made about physical appearance in the PSD.

- Ninety-eight per cent of the personnel surveyed (including 99% of men and 95% of women) said that they had never received an unwanted text message.
- One hundred per cent of the personnel surveyed said that they had never heard of or experienced unwanted pictures published on the Internet by colleagues in the institution.
- Ninety-seven per cent of the personnel surveyed (including 100% of men and 94% of women⁴⁴ said that they had never received criticism for not fulfilling family duties in the armed forces.
- Ninety-seven per cent of the personnel surveyed (including 99% of men and 94% of women) said that they had never heard of or been called a pejorative name in the institution.⁴⁵
- Fifteen per cent of all the personnel surveyed (including 16% of men and 14% of women) said that men are worried about being accused of sexual harassment.

There are accountability and oversight mechanisms in the PSD

According to the FFF:

- The internal complaint system is independent.
- In the PSD there is the Public Security Judiciary Directorate, which investigates any violations, followed by a public prosecutor's office, a public security court, and an appeal court.

The Public Security Judiciary Directorate is under the PSD, and is the judicial authority under the provisions of the Public Security Act. The Public Security Judiciary Directorate carries out several duties, including: initiation of public rights proceedings against members of the force; provision of legal advice to the director of public security, the police directors and departments; and representation of the PSD in civil cases brought by or against the PSD, which scrutinizes judicial decisions issued by the Court of Public Security on appeal or discrimination.

The PSD consists of the Public Security Court, the Public Security Appeal Court, the Public Prosecutor's Office and the Contracts, Legislation and Consulting Division. The Public Security Justice Directorate also has a Transparency and Human Rights Office, and there are transparency and human rights sections covering all public security units that receive complaints or grievances against public security personnel, which represents the internal complaints system.

Public security units and departments, through their directors, receive, investigate, and submit salary complaints to the competent authorities. Any disciplinary decision issued by the PSD may be appealed to the administrative courts. This right is guaranteed by the Constitution and by law for all.

The PSD has circulated, in addition to the law governing its work, a number of instructions relating to the code of conduct or the mechanism for dealing with cases of GBV. This is in addition to many written and oral instructions, all of which emphasize access to opportunities for all without any discrimination, and motivate and support them towards innovation and creativity.

Domestic violence is considered a violation of disciplinary conduct.

Although the FFF showed that the domestic violence is not considered a violation of the disciplinary code, the technical committee has advised that, domestic violence committed by PSD personnel is considered a violation of disciplinary conduct. Moreover, the PSD follows the Military Penal Code and the Public Security Law and has a gender-sensitive code of conduct. The penalties that relate to harassment and violence are an integral part of the work system of the PSD, which deals with these cases strictly.

44 12 women and 0 men said they did.

45 11 women and 2 men said they did.

BARRIERS

Personnel, especially women, are not aware of some internal PSD policies.

According to the FFF, there are official harassment and whistle-blower policies as well as an internal complaint system. Harassment cases are governed by a set of provisions contained in the Penal Code, the Military Penal Code, the Protection from Domestic Violence Law, in addition to the Public Security Law. Added to that, there is also a code of conduct and a mechanism for dealing with issues of GBV. Crimes committed by public security personnel are dealt with by the public security judiciary.

According to the FFF, there is an official anti-harassment policy, and 91% of the personnel are aware of it. However, fewer women are aware of such a policy than men (88% of all women and 95% of all men are aware of the PSD's harassment policy). Of those who mentioned there is no official harassment policy and those who are not aware of such a policy (8% of total survey respondents), 77% are women.

According to the FFF, there is an official whistle-blower policy. A total of 90% of all men and 86% of all women are aware of such a policy.

According to the FFF, there is an official complaints system. A total of 97% of all men and 88% of all women are aware of such a system. Of those who said there is no internal complaints system or were not aware of such a system (7% of total survey respondents), 85% are women.

Women are over-represented among those who are not aware of the harassment policy and the internal complaints mechanism, while they are more likely in absolute numbers, in a male-dominated institution, to suffer from harassment and other forms of misconduct. Efforts must be made within the PSD to inform women of these policies and the options available to them in case they face misconduct, and to encourage women to report any incidents.

Most PSD personnel believe men and women should be separate for training.

Even though women are more likely to believe that joint training between men and women is ideal, 57% of the survey respondents said that separate training between men and women is the right way. A total of 63% of male and 52% of female survey respondents said that training should be separate.

There are reports of negative socializing experiences in the PSD (i.e. hazing), while opportunities for positive bonding are lacking.

Although 91% of all survey respondents said that they socialize with their peers outside of work, women are less likely to socialize with their peers outside of work as much as their male colleagues. Only 3% of men said that they don't socialize, but 16% of women expressed that they do not socialize.

There is some evidence of negative bonding experiences (such as jokes, pranks, informal rituals, embarrassment). Forty-three per cent of the survey respondents have heard of or experienced a form of negative bonding activity within the PSD. For example, 79% of male and 52% of female interviewees believe that negative bonding activities are necessary because they create cohesion; 44% of male and 45% of female interviewees believe that negative bonding activities are necessary because they put new recruits in their place; 57% of men and 35% of women believe that negative bonding activities are necessary because they abolish points of weakness.

Nevertheless, the PSD has social networking opportunities. For example, there are group and/or individual sports (such as football, basketball, power game sports, running, tae kwon do, karate, boxing, equestrian, and chess) which take place between teams forming all units of the PSD, and there are sports competitions between them. PSD players also participate in sports teams and participate in local, regional, and international tournaments. Some of them have played in foreign teams.

Women are less likely to feel well integrated in the PSD.

Seventy-two per cent of all survey respondents believe that the PSD is like a family. However, while 89% of men said that the PSD is like a family, only 55% of women said so.

05

Conclusions

Conclusion: Gaps between the perceptions of personnel and key decision-makers

According to the triangulated data from the PSD MOWIP assessment, the three main barriers to women's meaningful participation in POs from the perspective of the PSD are 1) Eligible pool (issue area 1), 2) Household constraints (issue area 4), and 3) Social exclusion (issue area 10). Cross-cutting issue area 9 (gender roles) also represents an important challenge for women in the PSD. Although the assessment could not measure this in depth, as a number of questions were reformulated during the localization process, its impact can be perceived in each of the institutional issue areas, as highlighted at the beginning of each section. As such, although issue area 9 is classified as medium priority based on the scoring of its indicators, particular attention should be paid to it when developing the recommendations.

It should be noted that none of the surveyed personnel and none of the interviewed decision-makers said there are no barriers to women's participation, which is encouraging as it reveals widespread awareness of various challenges, and could indicate openness to tackling the barriers identified in this study.

There is a clear alignment between personnel, key decision-makers, and the empirical findings when it comes to the significance of household constraints as a barrier.

However, there were also some gaps between perceptions of personnel, decision-makers, and the empirical findings from the survey and the FFF. Firstly, personnel believe that the under-representation of women in the PSD (and especially in roles and functions that allow them to deploy) is a barrier to women's meaningful participation, which is consistent with the findings, while decision-makers did not rank issue area 1 (eligible pool) as one of the main barriers.

Secondly, decision-makers identified considerations relating to gender roles as being the primary barrier to women's meaningful participation, while personnel rarely mentioned gender roles as a challenge.

Thirdly, social exclusion was not understood as a major barrier by either the personnel or the key decision-makers, even though the findings from the MOWIP assessment rank this issue area as a high-priority one.

PERSONNEL

Respondents were asked to state in an open-ended manner what they thought was the main barrier for women in POs. See Table 6 for details. Out of the entire survey sample, none of the respondents said that there are no barriers, and only four individuals chose not to answer the question, indicating that there is consensus on the fact that women do face challenges with regard to taking part in UN POs.

Of those who said that there are challenges, the most frequently mentioned barrier was household constraints (68% of respondents). The second most common barrier mentioned by survey respondents was deployment criteria (39%), and tied in third place were eligible pool and deployment selection (35% of respondents).

Interestingly, women were significantly more likely than men to say that household constraints and the fairness of the selection process were challenges for women, while men were significantly more likely to say that meeting the required deployment criteria and the lack of qualified women in the PSD were challenges for women. This signals that women's experiences in the PSD differ to some extent from men's perception of those experiences, which highlights the need to identify new or additional channels for women's experiences and perceptions to inform policies and practices.

The open-ended responses align to some extent with the empirical findings, as eligible pool and household constraints were indeed found to be issue areas of high priority. This indicates that, overall, personnel are aware of some of the objective challenges faced by women. However, personnel did not consider the impact of the cross-cutting issue areas as significant, which is different from the assessment's findings.

Table 6: Main barriers to women’s meaningful participation in UN POs according to PSD personnel

Top four challenges to increasing women’s participation in POs ⁴⁶	% Total	% Women	% Men
1. Women have many obligations at home or with their families Issue area 4: Household constraints	68%	81%	54%
2. Many women do not have the right skills required to deploy Issue area 2: Deployment criteria	39%	36%	43%
3. There are not enough qualified women in the PSD; Issue area 1: Eligible pool	35%	26%	45%
4. The selection process is unfair and/or biased against women Issue area 3: Deployment selection	35%	42%	27%

We also present in Table 7 the challenges identified by PSD personnel to men’s meaningful participation in POs. Based on open-ended responses, the most common challenges cited by respondents for men related to the deployment process (49%) and criteria (48%), followed by eligible pool (32%) and household constraints (31%).

Table 7: Main barriers to men’s meaningful participation in UN POs according to PSD personnel ⁴⁷

Top four challenges to increasing men’s participation in POs	% Total	% Women	% Men
1. The selection process is not fair and/or biased Issue area 3: Deployment selection	49%	59%	39%
2. Many men do not have the appropriate skills required to deploy Issue area 2: Deployment criteria	48%	45%	51%
3. There are not enough qualified men in the PSD Issue area 1: Eligible pool	32%	27%	38%
4. Men have many duties at home or with their families Issue area 4: Household constraints	31%	38%	24%

⁴⁶ PSD personnel were asked to name the three main barriers to women’s participation.

⁴⁷ PSD personnel were asked to name the three main barriers to men’s participation.

KEY DECISION-MAKERS

When PSD decision-makers were asked what they thought were the main challenges to increasing women's meaningful participation in UN POs, the three most frequently mentioned barriers were 1) gender roles, 2) household constraints (80%), and 3) deployment criteria (80%). See Table 8.

Eighty-five per cent of key decision-makers cited at least one barrier related to gender roles, including either the weight of cultural expectations vis-à-vis women or concerns around women's safety or ability to take part in difficult or 'dangerous' missions. The latter is a significant finding, as the 'gender protection norm', when shared by individuals in decision-making roles, can negatively impact the selection of women for deployment. However, it is encouraging that decision-makers, in contrast with PSD personnel, recognize the cascading effect of gender roles on women's ability to meaningfully participate – this signals an openness to developing tailored recommendations accordingly. In addition, it should be noted that the present assessment could not fully measure the extent to which issue area 9 (gender roles) constitutes a barrier to women's participation, as many survey questions were removed or reformulated during the localization phase. Decision-makers' acknowledgment of the significance of this issue area in practice might signal an opening to further study the impact of gender stereotypes and the gender protection norm on women's career progression and meaningful participation in the PSD and in UN POs.

A total of 80% of respondents identified household constraints, and particularly motherhood, as a significant barrier to women's participation in POs. Finally, the third most frequently mentioned barrier was the ability of women to meet the minimum criteria required for deployment – in particular language, driving and shooting skills. It should be noted that women's relative disadvantage when it comes to driving and shooting is influenced by gender roles in society more broadly – for instance, according to recent estimates, women make up only between 20% and 25% of all Jordanian driving licence holders.

In summary, a vast majority of decision-makers agree that women face challenges in participating in POs, which highlights potential willingness to take action in this respect. There appears to be consensus among decision-makers around how these challenges manifest themselves: gender roles, household constraints, and deployment criteria are widely recognized as challenges.

It seems that decision-makers are over-estimating the impact of issue area 2 (deployment criteria) on women's meaningful participation, as it is in fact a low-priority issue area.

It is important to note that social exclusion was not named as a barrier by decision-makers, which may reflect a lack of institutional appetite within the PSD to tackle this matter or to engage with the UN to solve this high-priority barrier.

Table 8: Main barriers to women's meaningful participation in UN POs according to PSD decision-makers

Top three challenges to increasing women's participation in peacekeeping	Number of interviewees
1. Societal culture/social environment (e.g. cultural expectations for women, too dangerous for women) Issue area 9: Gender roles	17
2. Household/family constraints (i.e. motherhood) Issue area 4: Household constraints	16
3. Difficulty meeting selection criteria (e.g. language, driving, shooting skills) Issue area 2: Deployment criteria	16

Finally, it is worth noting that several key decision-makers stated that there are no barriers to men to participate in POs. For example, according to another senior leader, 'Barriers to women's participation in POs include (1) customs and traditions, (2) the language, but now they are taking courses at the institute, and it is no longer an obstacle as before, but sometimes a language like French is required, and this is an obstacle, (3) driving and shooting, – now also taking intensive courses. However, there are no obstacles to men's participation.' The report, however, finds that there are also barriers to men's meaningful participation in POs.

RECOMMENDATIONS TO LEVERAGE OPPORTUNITIES AND OVERCOME BARRIERS

Effective participation is not just about the number or proportion of women deployed, but also about ensuring first that women's needs are met when participating in the institution and on operations; that women have access to the same opportunities, roles, and resources as men; and that women's skills and competencies match their responsibilities and the expectations they face.

As such, addressing the barriers identified in this report will require an integrated and holistic approach, incorporating four complementary types of intervention: policies, training and professional development, practices, and organizational culture.

This study shows that the main barriers to women's⁴⁸ meaningful participation in POs within the PSD are: 1) eligible pool (issue area 1), 2) household constraints (issue area 4), and 3) social exclusion (issue area 10). As such, it is recommended that the PSD Technical Committee prioritize addressing these issue areas when developing recommendations in the course of the validation process.

MAIN RECOMMENDATIONS TO OVERCOME THE BARRIERS

Recommendations are to be developed by representatives of the PSD during the validation workshop, based on the findings and priorities presented in this report.

The PSD may consider developing recommendations based on the following thematic axes:

- Tackling the rigid gender roles and expectations related to unpaid care that prevent women from meaningfully participating in the PSD and in UN POs (issue areas 1, 4, and 9).
- Fostering transparency in the deployment process and ensuring that information about the deployment criteria and selection process is well disseminated and accessible to all personnel in order to enhance preparedness and likelihood of being deployed (issue areas 2 and 3).
- Ensuring that deployed women's needs before, during and after deployment are taken into consideration and addressed effectively (issue areas 5, 6, and 7).
- Enhancing the operationalization of a gender perspective in the PSD in order to foster a more inclusive working environment for all (issue areas 8 and 10).

TOPICS FOR FURTHER INVESTIGATION

Some topics that could be further investigated to understand their impact in the PSD include the following list. PSD representatives will be invited to edit the list and the below suggestions during the validation workshop.

- In which roles are men over- and under-represented in the PSD (if any)? In which roles are women over- and under-represented in the PSD (if any)? Do these roles reflect traditional gender roles and gender stereotypes?
- What are the reasons for the perceptions of favouritism and discrimination within the PSD (when it comes to jobs, promotions, and deployment)?
- Why are deployed women less likely than men to report access to suitable equipment, infrastructure, and uniforms in mission?
- What factors lead deployed men and women to report very positive experiences on deployment?
- What type of support would deployed men and women need to successfully reintegrate upon their return to Jordan?
- What is the impact of gendered factors on the types of challenges deployed personnel face in mission?
- What type of institutional recognition would contribute to incentivizing participation in UN POs?
- Why are women significantly less likely than men to return to their former position after they return from deployment?
- What has been the impact in the PSD of previous institutional gender assessments?
- To what extent do gender stereotypes and the gender protection norm impact the types of roles that men and women play in the PSD and in mission?
- What are the effects of hazing practices on the integration of different groups of men and women in the PSD?
- What are the positive factors that explain the low level of prevalence of harassment and bullying-type behaviours in the PSD?

48 Accordingly, the Technical Committee of the PSD should give priority to addressing these issues when formulating recommendations during the validation workshop for the approval of the report (as the Technical Committee has no authority).

RECOMMENDATIONS ACCORDING TO THE VERIFICATION WORKSHOP

ISSUE AREA 1

- Take into account the needs of both genders in the future construction of the PSD's buildings (infrastructure, sleeping quarters, health facilities, nurseries, etc.)
 - Develop a plan for the rehabilitation of existing buildings commensurate with the needs of both women and men in the PSD.
-

ISSUE AREA 2

- Disseminate awareness about the required deployment criteria.
 - Intensify and strengthen gender-specific training to familiarize personnel with the deployment criteria
 - Contribute to community awareness campaigns that demonstrate the importance of women's participation in peace processes and support them in finding solutions to increase their opportunities, especially for mothers.
-

ISSUE AREA 3

- Enhance communication channels by posting the advertisement of opportunities on the internal website of the PSD.
-

ISSUE AREA 4

- Develop an awareness programme targeting the community by disseminating women's success stories.
 - Develop policies and mechanisms that respond to caregivers' needs by providing support, childcare or childcare costs, special breastfeeding spaces, and paternity leave.
-

ISSUE AREA 5

- Provision of Emergency Kit containing first aid materials and personal hygiene supplies for both men and women while travelling.
-

ISSUE AREAS 6 AND 7

- Publish success stories for returnees and honour those who did outstanding work.
- Conduct specialized interviews for returnees and instrumentalise the media role to provide psychosocial support.
- Examine the possibility of people returning to their role prior to deployment.
- Take advantage of the experiences and qualifications acquired by personnel deployed in different positions upon their return.

ISSUE AREA 8

- Formulate a communication strategy for the Gender Office to raise awareness of the concept of gender and gender equality strategies.
- Develop gender-sensitive retention policies to balance work with family and caregiving responsibilities.
- Develop an awareness programme for leaders and superiors on mechanisms for gender mainstreaming in the security sector.
- Develop and implement a mentoring programme for women to empower leaders to support women's advancement.
- Ensure that performance indicators for the functioning of all units are gender-sensitive.

ISSUE AREA 9

- Review all existing human resources policies on all aspects of recruitment, to remove any structural barriers to ensuring effective participation of all.
- Develop targets for the recruitment and active participation of women in various areas, and measure progress through the follow-up and evaluation system.
- Conduct a review of the occupancy of positions in order to identify roles and jobs that are not currently held by women, and remove barriers to their participation.
- Develop and implement specialized training for women for professional development and leadership; improve women's representation, advancement, proactiveness, and access to leadership positions within the PSD and POs.
- Develop and implement programmes on the rejection of gender-based discrimination, to address gender roles and stereotypes.

ISSUE AREA 10

- Ensure that all public security personnel are aware of the concepts of GBV in all its forms.



اللجنة الوطنية الأردنية
لشؤون المرأة
The Jordanian National
Commission for Women



DCAF Geneva Centre
for Security Sector
Governance



Cornell University



THE ELSIE INITIATIVE
FOR WOMEN IN PEACE OPERATIONS

Canada



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