



# National Police of Uruguay

## MOWIP REPORT 2020-2021

RESULTS OF THE MEASURING OPPORTUNITIES FOR  
WOMEN IN PEACE OPERATIONS (MOWIP) ASSESSMENT



# National Police of Uruguay

## MOWIP REPORT

2020-2021

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## Disclaimer

The perspectives and conclusions included in this report are those of the authors from Cornell University and DCAF, based on information gathered during the implementation of the evaluation. They do not necessarily reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, RESDAL or the National Police of Uruguay. The Ministry of Interior of Uruguay approved the publication of this report which integrates the comments and opinions of a representative group of the institutions.

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# LIST OF MAIN ACRONYMS

|          |   |
|----------|---|
| CDMA     | Conferencia de Ministros de Defensa de las Américas (Conference of Defence Ministers of the Americas)   |
| CICIG    | Comisión Internacional Contra la Impunidad en Guatemala (International Commission Against Impunity in Guatemala)  |
| CP       | Contratado/a Policial (Police Officer)  |
| DCAF     | Geneva Centre for Security Sector Governance  |
| DCRYMP   | Departamento de Control, Registro y Movilidad del Personal (Department of Personnel Control, Registration and Mobility)   |
| DNASSP   | Dirección Nacional de Asistencia y Seguridad Social Policial (National Directorate of Police Assistance and Social Security)                                    |
| DNB      | Dirección Nacional de Bomberos (National Directorate of Firefighters)   |
| DNEP     | Dirección Nacional de la Educación Policial (National Directorate of Police Education)  |
| DNGR     | Dirección Nacional de Guardia Republicana (National Directorate of the Republican Guard)  |
| DNP      | Dirección Nacional de la Policía (National Police Directorate)  |
| DNPG     | Dirección Nacional de Políticas de Género (National Directorate for Gender Policy)  |
| DPO      | United Nations Department of Peace Operations   |
| ENOPU    | Escuela Nacional de Operaciones de Paz del Uruguay (National School of Peace Operations of Uruguay)   |
| FFF      | Fact-Finding Form   |
| FPU      | Formed Police Unit  |
| GBV      | Gender-Based Violence   |
| GSS Lab  | Gender and the Security Sector Lab  |
| IDATYC   | Ingresos, Destinos, Ascenso, Traslados y Cesantías (Admissions, Assignments, Promotions, Transfers and Terminations)  |
| INR      | Instituto Nacional de Rehabilitación (National Rehabilitation Institute)  |
| IPO      | Individual Police Officer   |
| LGBTIQ   | Lesbian, Gay, Bisexual, Trans, Intersex, Queer  |
| LOP      | Ley Orgánica Policial (Police Organic Law)  |
| MECISPU  | Mesa Coordinadora Permanente de Instituciones Sociales de la Policía del Uruguay (Permanent Coordinating Board of Social Institutions of the Police of Uruguay) |
| MINURSO  | United Nations Mission for the Referendum in Western Sahara   |
| MINUSTAH | United Nations Stabilisation Mission in Haiti   |
| MONUA    | United Nations Observer Mission in Angola   |
| MONUSCO  | United Nations Organization Stabilization Mission in the Democratic Republic of the Congo   |
| MOWIP    | Measuring Opportunities for Women in Peace Operations   |
| NGO      | Non-Governmental Organization   |
| ONSC     | Oficina Nacional de Servicio Civil (National Civil Service Office)  |
| PA       | Policía Administrativo/a (Administrative Police Officer)  |
| PE       | Policía Especializado/a (Specialized Police Officer)  |
| PT       | Policía Técnico/a (Technical Police Officer)  |
| RESDAL   | Red de Seguridad y Defensa de América Latina (Latin American Security and Defence Network)  |
| SEA      | Sexual Exploitation and Abuse   |
| TPCC     | Troop- and Police-Contributing Country  |
| UCC      | Unified Command Centre  |
| UN       | United Nations  |
| UNAVEM   | United Nations Angola Verification Mission  |
| UNMISS   | United Nations Assistance Mission in the Republic of South Sudan  |
| UNMIT    | United Nations Mission in Timor-Leste   |
| UNOMIL   | United Nations Observer Mission in Liberia  |
| UNFPA    | United Nations Population Fund  |
| UNPOL    | United Nations Police   |
| UNSCR    | United Nations Security Council Resolution  |
| WPS      | Women, Peace and Security   |

## LIST OF MAIN ABBREVIATIONS

|           |   |
|-----------|---|
| Agte.     | Agente (Constable)                                  |
| Alf.      | Alférez (Ensign)                                    |
| Bro./a.   | Bombero/a (Firefighter)                             |
| Cap.      | Capitán/ana (Captain)                               |
| Crio./a.  | Comisario/a (Commissioner)                          |
| Dr./a.    | Doctor/a (Doctor)                                   |
| Esc.      | Escribano/a (Scribe)                                |
| Gdia.     | Guardia (Guard)                                     |
| Gral.     | General (General)                                   |
| Insp.     | Inspector/a (Inspector)                             |
| Lic.      | Licenciado/a (Licenciate)                           |
| Of. Ayte. | Oficial Ayudante (Deputy Chief Officer)             |
| Of. Ppal. | Oficial Principal (Chief Officer)                   |
| Sgto./a.  | Sargento/a (Sergeant)                               |
| SOM       | Sub Oficial Mayor (Senior Non-Commissioned Officer) |
| T/A       | Técnica Administrativa (Technical Administrative)   |
| Tte.      | Teniente (Lieutenant)                               |





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# Executive Summary



# Executive Summary

In late 2017, Canada launched the Elsie Initiative, a pilot initiative aimed at increasing the meaningful participation of women in United Nations peace operations. During the first phase of the initiative, DCAF prepared a baseline study on barriers to women's participation in peace operations. To broaden the scope of the baseline study, primary research was launched in seven pilot countries to better understand both the obstacles and opportunities that exist in different contexts and institutions.

The countries were selected in order to provide geographic diversity and, at the same time, represent different significant levels of contribution to UN peace operations. The methodology for Measuring Opportunities for Women in Peace Operations (MOWIP) for Uruguay's National Police examines the capacity of the police to deploy women in peace operations and ensure their meaningful participation in them across ten issue areas. It uses three data collection tools, the fact-finding form (FFF), interviews with staff in leadership and decision-making positions, and a survey. The national evaluation partner, RESDAL, conducted the data collection for this project.

The findings generated from the MOWIP assessment are categorized as barriers and opportunities, the latter highlighting good practices within security institutions. The objective of this classification is to identify, among all the areas assessed, those prominent factors that foster women's meaningful participation in peace operations, as well as to point out priority areas for intervention to reduce barriers within the National Police of Uruguay.

The assessment of the National Police of Uruguay yields three areas where there are opportunities to foster women's meaningful participation in peace operations. Within these areas, it identifies noteworthy elements and good practices that can contribute to advancing gender equality within the National Police, as well as lessons learned for other troop- and police- contributing countries (TPCCs):

| Issue Area   | Report findings: opportunities and good practices  |
|--|--|
| <b>Issue Area 4</b><br><b>Household Constraints</b>        | <p>The existence of a care system at the national level, as well as policies and provisions for people with caring responsibilities within the institution, has a positive impact on staff as reflected in:</p> <ul style="list-style-type: none"> <li>• general satisfaction regarding their salary;</li> <li>• an openness of staff to discuss family issues with their superiors;</li> <li>• a high level of use of leave of absence; and</li> <li>• staff perception that deployment does not affect parenting.</li> </ul> |
| <b>Issue Area 6</b><br><b>Peace Operations Experiences</b> | <p>Staff members report a high degree of satisfaction linked to the deployment experience, fuelled among other things by:</p> <ul style="list-style-type: none"> <li>• a general perception of having contributed to the mission's objective;</li> <li>• a high degree of socialization with the local population, as well as among mission staff; and</li> <li>• a general perception of cohesion between the role performed during deployment and the competencies required to do so.</li> </ul>                             |
| <b>Issue Area 8</b><br><b>Top-down Leadership</b>          | <p>The institution has developed an institutional gender infrastructure that includes internal regulations and policies, an information portal, and even the DNPG itself as a key actor. Staff are aware of and make use of the gender-specific tools and mechanisms that are part of this infrastructure.</p>   |

Meaningful participation in peace operations can be impacted by a number of issues. Among them, the report identifies the following barriers, as well as areas where there is a clear priority for intervention:

| Issue Area   | Findings: barriers and priority areas for intervention   |
|--|--|
| <p><b>Issue Area 2</b><br/>Deployment Criteria</p>             | <p>Staff have limited understanding and discernment of the criteria required for deployment, as there are United Nations (UN) criteria and then National Police criteria, which the institution has not been able to communicate clearly and/or assertively enough.</p> <p>In addition, the report highlights the need to generate opportunities to develop competencies that would enable staff to meet the basic criteria.</p> <p>Finally, it should be noted that the current deployment criteria for peace operations do not integrate key competencies, such as communication and interpersonal skills, which may disadvantage women.</p>                                 |
| <p><b>Issue Area 5</b><br/>Peace Operations Infrastructure</p> | <p>The institution identifies needs regarding the infrastructure required prior to deployment in peace operations. Mainly, it identifies a lack of specific and widespread training for the National Police related to deployment in peace operations.</p> <p>In terms of the infrastructure required during deployment, the institution and other relevant actors do not sufficiently consider certain staff needs, such as menstrual health, which negatively impacts staff participation.</p>   |
| <p><b>Issue Area 9</b><br/>Gender Roles</p>                    | <p>Traditional gender roles continue to inform ways of thinking in the institution, influencing staff's attitudes, expectations, and experiences of deployment, including:</p> <ul style="list-style-type: none"> <li>• perceptions about the roles that those who integrate the mission should assume according to their gender and that correspond to traditional stereotypes; and</li> <li>• the type of problems they encounter during deployment (men report problems such as confrontations with other people).</li> </ul> <p>The institution recognizes the need to work on these attitudes, beliefs and practices through training and raising awareness of staff.</p> |

It is essential to highlight that the National Police of Uruguay faces a set of opportunities and barriers specific to its institutional and operational reality; both are connected to normative and political processes to promote gender equality at the national level.

That said, it is interesting to note that issue area 9 is an issue area that contains recurring barriers across numerous TPCCs, which is a symptom of the magnitude of the structural challenge that institutions face at a global level to transform the expectations linked to traditional gender roles. This is an important challenge because it affects other issue areas in a transversal way. Analysed together with issue area 2, it is clear that it is also necessary to work on behaviours, practices, and policies based on gender stereotypes that tend to devalue skills that are usually associated with women (communication, care) and overvalue skills that men are more likely to have (handling of weapons, vehicle operation). Addressing the real impact of gender stereotypes in the form of selection criteria for UN peace operations will improve the operational effectiveness of peace operations, while allowing more women to be deployed.

The above highlights that the National Police of Uruguay, like other security institutions in TPCCs, is a key actor in the efforts toward gender equality. Their efforts contribute both to the advancement of the Women, Peace and Security (WPS) agenda, as well as to Sustainable Development Goal number 5 on gender equality.

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## Introduction

# Introduction

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## Why do we need more women to participate meaningfully in UN peace operations?

In the last two decades, despite efforts to increase women's participation in UN peace operations, including ten UN Security Council Resolutions (UNSCRs) on WPS, the increase in the overall percentage of women deployed in peace operations has been slow.

The UN goal for 2028 is for women to represent 20% of the Formed Police Units (FPUs), 30% of the Individual Police Officers (IPOs), 25% of the observers and staff military, and 15% of military contributions to peace operations. However, in 2019 the proportion of police and military women serving in peace operations remained well below these targets: 10.8% of FPUs, 28.9% of IPOs, 16.7% of military observers and staff; and 4.7% of troops.<sup>1</sup>

## Building a modern, effective, and efficient institution: advancing the interests of security institutions in troop- and police-contributing countries

In democratic states, security institutions today have an imperative to be diverse, equitable, and inclusive. This begins, but does not end, with increasing the meaningful participation of women within their ranks in order to fulfil their mandates.

Faced with increasingly complex national, regional, and global contexts, police forces are expected to be able to respond to human security needs marked by environmental, health, economic, and social threats, as well as personal security. In efforts to rethink security forces' response, human security should be considered as always having a gender dimension given that varied factors affect various gender identities in differentiated ways.

National legislation in Uruguay, as well as the international treaties to which it subscribes, require that the police guarantee, respect, and respond to the human rights of women, men, boys and girls, and adolescents, as well as lesbian, gay, bisexual, trans, intersex and queer (LGBTIQ) people. For this reason, it is essential for their work that they have the capacity to integrate a gender perspective. Achieving this goal efficiently means having a diverse workforce in which women and men contribute actively and meaningfully at all levels, including decision-making.

In addition, there is a compelling argument for diversifying the workforce in security forces to make them more responsive and accountable to the different security needs of women, men, boys, girls, and adolescents. Hiring a highly qualified workforce with a broader range of skills, and not just the skills traditionally and stereotypically associated with security forces, becomes essential in a context that requires rethinking the role and actions of security forces, both at the national and international levels.

Today, the use of physical force is subject to increased national and international scrutiny. As security technology advances, the public sector competes more with the private sector both as a provider and as an employer, with important consequences for the governance of the security sector. For this reason, the National Police of Uruguay must seek to be both a public institution and an attractive and trusted source of employment for women, men, and LGBTIQ people. In this sense, care systems within the home and the prevention of violence in the workplace (sexual harassment, discriminatory practices, etc.) must be established as fundamental pillars in the present and future of the institution.

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<sup>1</sup> UN Peacekeeping, *Women in Peacekeeping Infographic and Uniformed Gender Parity Strategy*, available at: [peacekeeping.un.org/en/women-peacekeeping-infographic-and-uniformed-gender-parity-strategy](https://peacekeeping.un.org/en/women-peacekeeping-infographic-and-uniformed-gender-parity-strategy).

## Operational effectiveness: promoting the interests of the UN and the international community

Having more women in peace operations and ensuring that they can meaningfully participate in them also increases the likelihood that the mandates of UN peace missions can be fulfilled. Since 2000, almost all UN mandates have had provisions related to gender equality, women's empowerment, and protection of civilians. The UN Department of Peace Operations (DPO) lists six reasons why it is important for women to serve in peace operations.<sup>2</sup>

1. **Improved operations and performance:** Greater diversity in terms of skills, experience, perceptions, and opinions among peace operation staff improves the quality of conflict analysis, decision-making, and planning. It also gives missions more tools and options to respond to security threats.
2. **Better access:** Greater diversity of staff improves the ability of missions to also engage with a diversity of women, men, children, and LGBTIQ people among the local population. This enhances the mission's ability to gather intelligence and makes it more aware of security needs and issues that are often overlooked, such as gender-based violence (GBV). In some cases, civilian men even prefer to talk to military women, perceiving them as less threatening.
3. **Reflecting the communities we serve:** UN peace operations must demonstrate to the local population that they do not represent just one group but the collective international peace and community. Diversity enables members of the local community to engage with a peace mission that includes people with whom they identify.
4. **Building trust and confidence:** By having better access to the population, increased engagement and therefore a greater understanding of the different security needs and concerns of all women, men, girls, boys, and LGBTIQ people in the community, the population will be more willing to trust and support peace operations with diverse personnel.
5. **Help to prevent and reduce conflicts and confrontations:** Greater trust on the part of the local population towards deployed staff increases the chances that programmes related to disarmament, demobilization and reintegration, security sector reform, peacebuilding, and sustainable development are successful as they will be designed in a more inclusive and effective way, with local ownership from national actors. In addition, peace operations that value male and female staff equally also experience changes in their institutional culture. For example, skills are no longer seen as stereotypically 'masculine', such as the ability to drive or use firearms, or typically 'feminine', such as communication and medical assistance. Likewise, when staff are more gender balanced, there is a growing body of evidence that shows there is less likelihood of confrontation between the staff and the local population.<sup>3</sup>
6. **Inspiring and creating role models:** UN staff can inspire the next generation to join the security sector in the host country. Their behaviour and representation can challenge gender roles, change attitudes towards gender equality, and demonstrate alternative models of security provision to those which the population may have experienced during previous conflicts.

<sup>2</sup> UN Peacekeeping, *Women in Peacekeeping*, available at: [peacekeeping.un.org/es/women-peacekeeping](https://peacekeeping.un.org/es/women-peacekeeping). The titles below have been taken from this website, but the content has been written by the authors of this report.

<sup>3</sup> Osland, Kari M., Jenny Nortvedt and Maria Gilen Røysamb, *Female Peacekeepers and Operational Effectiveness in UN Peace Operations*, Research Paper 3/2020, Norwegian Institute of International Affairs, June 5, 2020, p. 3, available at: [www.nupi.no/nupi\\_eng/Publications/CRIStin-Pub/Female-Peacekeepers-and-Operational-Effectiveness-in-UN-Peace-Operations](https://www.nupi.no/nupi_eng/Publications/CRIStin-Pub/Female-Peacekeepers-and-Operational-Effectiveness-in-UN-Peace-Operations).

## Human rights: promotion of gender equality and rights for women and men

Finally, listed here are the normative instruments that provide a framework for the participation of women in the security forces, including the police:

The 1979 Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), to which Uruguay is a signatory, entails the obligation, under Article 5, to take measures to eliminate prejudice and practices based on the superiority or inferiority of the sexes or in stereotyped roles for women and men. This obligation is enshrined in national legislation by virtue of Article 6 of Law No. 16.045 and Article 5 (D) of Law No. 17.817, according to which the State has the obligation to take actions to eliminate discrimination.

Likewise, the Universal Declaration of Human Rights details in Article 21 that all people have equal right of access to public service in their country. This right is enshrined in Uruguayan national legislation under Article 8 of the Constitution, Law No. 16.045 (1989) on the prohibition of discrimination based on sex in the workplace, Law No. 19.846 on the adoption of the obligations arising from international human rights law in relation to equality and non-discrimination between women and men, including formal and substantive equality and equal recognition, and article 2 of Law No. 17.817 (2004) against racism, xenophobia, and discrimination.

Since 2005, the Ministry of Interior began to integrate a gender perspective into institutional policy, both within the institution, with the management and operational guidelines, and with citizens, through the professionalism and improvement of the police response in regards to domestic and gender violence.<sup>4</sup> Within this framework, in 2006 the Gender Reference Space was created under the Office of the Advisor to the Minister by Ministerial Resolution dated 11 September 2006, which marked a milestone within the institution.<sup>5</sup> Subsequently, the Gender Policy Division<sup>6</sup> was created. It began operating in early 2009 and was attached to the General Directorate of the Secretariat. It was then converted to the National Directorate for Gender Policy in 2020,<sup>7</sup> which was regulated by Decree 63/2018<sup>8</sup> as a national jurisdiction.

## Rationale for the selection of Uruguay as a pilot country

In selecting pilot countries for the implementation of the MOWIP methodology, DCAF sought a geographically diverse set of countries that contribute troops and police to peace operations and that have demonstrated a commitment to deploying more women in peace operations.

Of the approximately three and a half million inhabitants that make up the population of Uruguay, there is one person deployed for every 280 citizens, which makes Uruguay the largest UN TPCC per capita. In absolute terms, Uruguay was the country with the eighth largest contribution of uniformed staff to the UN between 2000 and 2010. It is also the main contributing country of peacekeepers in all of Latin America and the Caribbean.

In UN peace operations, Latin American women represent 8.4% of police forces, 3.9% of military experts, and 4.3% of armed forces.<sup>9</sup> Uruguay has been the TPCC that has deployed the highest proportion of women to peace operations. Therefore, Uruguay is considered an established and committed TPCC, both regarding the deployment of staff and the deployment of uniformed women.

In addition to this, Uruguay has adopted a series of measures within its Police Forces to promote gender equality, such as the adoption of gender equality policies and the increased number of female staff, which are relevant for the participation of women in peace operations.

4 *Femicidios en Uruguay Análisis para la homogeneización de criterios y su categorización*, 2019, available at: [www.gub.uy/ministerio-desarrollo-social/sites/ministerio-desarrollo-social/files/2020-06/Femicidios\\_en\\_Uruguay\\_FINAL\\_o.pdf](http://www.gub.uy/ministerio-desarrollo-social/sites/ministerio-desarrollo-social/files/2020-06/Femicidios_en_Uruguay_FINAL_o.pdf).

5 Law No. 19.889, National Directorate of Official Prints and Publications, 2020, available at: [www.impo.com.uy/bases/leyes-originales/19889-2020](http://www.impo.com.uy/bases/leyes-originales/19889-2020).

6 Article 137 of Law No. 18.362, promulgated on October 6, 2008 in the Rendering of Accounts and Budget Execution Balance for the 2007 Fiscal Year.

7 Article 56 of Law No. 19.889.

8 Decree No. 63/021, National Directorate of Official Prints and Publications, 2021, available at: [www.impo.com.uy/bases/decretos/63-2021/27](http://www.impo.com.uy/bases/decretos/63-2021/27).

9 R. Giannini and L. Vermeij, *Women, Peace and Security: Gender Challenges within UN Peacekeeping Missions*, Norwegian Institute of International Affairs, Policy Brief 5/2014, available at: [www.files.ethz.ch/isn/183155/PB-5-Vermeij-Giannini.pdf](http://www.files.ethz.ch/isn/183155/PB-5-Vermeij-Giannini.pdf)



# Uruguay: profile and national characteristics

## Background

Uruguay is the second smallest country in South America, with a population of just over three and a half million inhabitants, of which almost 3% identify themselves as native or Indigenous peoples and 9% identify themselves as Afro-Uruguayan.<sup>10</sup> It is a unitary and democratic state that constitutes a presidential republic, subdivided into 19 territorial constituencies, called departments, and 125 municipalities as of November 2021.

Uruguay has a long history of social movements for human rights, with special emphasis on those of women and sexual and gender diversity. The efforts of different activist and social leaders, beginning in the 19th century, were translated into institutional commitments throughout the 20th century. For example:

The National Council of Women, created in 1916 by Paulina Luisi, the first Uruguayan woman with a university medical degree (medical surgeon), launched a decades-long campaign for political and civil rights. Her efforts contributed to the establishment of the legal basis for women's right to vote, which was included in the 1917 Constitution and first exercised in 1938.

In 1946, with the approval of Law No. 10.783 'Women's Civil Rights Law', Uruguay became one of the first countries in Latin America to recognize women as equal to men before the law in matters such as marriage, divorce, control of property, inheritance, and custody of children.

The 1990s were also a decade of progress for women's rights in Uruguay, as the government adopted a comprehensive set of laws aimed at promoting equal opportunities, non-discrimination, and equal participation in the workplace for men and women. In 2007, Law No. 18.104 on equal rights between men and women sparked a series of actions to enable subsequent laws to be passed in this regard. In 2012, Uruguay became the second country (out of a current total of four) in Latin America to decriminalize elective abortion. In 2008, Law No. 18.246 on the 'Concubinary Union' of two people, regardless of their sex, identity, orientation or sexual orientation, was approved, and in 2013, Law No. 19.075 legalized 'Equal Marriage'. In 2019, Law No. 19.846 on the adoption of the obligations arising from international human rights law, in relation to equality and non-discrimination between women and men, including formal, substantive and recognition equality, was passed.

<sup>10</sup> Bucheli, M and Cabella, W., *Encuesta Nacional de Hogares Ampliada: El perfil demográfico y socioeconómico de la población uruguaya según su ascendencia racial*, INE, UNDP, UNFPA, 2006, available at: [ine.gub.uy/c/document\\_library/get\\_file?uuid=od5d2e5d-898c-49f6-8465-c3a5b606a284&groupId=10181](http://ine.gub.uy/c/document_library/get_file?uuid=od5d2e5d-898c-49f6-8465-c3a5b606a284&groupId=10181).

## The Police Forces of Uruguay

The National Police, in accordance with the regulations that govern it (Law No. 19.315, Police Organic Law (LOP is the acronym in Spanish) is a national and professional body that exercises public force with the mandate of protecting the free exercise of rights and freedoms, maintaining public order, and guaranteeing the country's internal security.

Its structure and organization are hierarchical and are governed by Chapter II (Art. 12) of said Law. The National Police of Uruguay reports to the Ministry of Interior. The National Directorate of the Police is placed fourth in the hierarchical command structure of the Ministry of Interior, which reports to the Sub directorate of the National Police and the Executive Sub directorate of the National Police.

The structure of police staff in Police Level L is in accordance with the provisions of article 47 of the LOP, which corresponds to the following sub-ranks:

- A Executive, whose members conduct the tasks of public order, prevention and suppression of crimes, and other police functions. They have all the obligations, prohibitions, and rights of the police state;
- B Administrative, whose members conduct general administrative tasks within the police institution;
- C Technical-professional, whose members must have a relevant qualification to carry out their role; and
- D Specialized, whose members must accredit special knowledge or skills according to the nature of their tasks.

This classification of sub-ranks is split into two scales, which in turn are divided into hierarchical ranks, according to the scale shown in Box a.

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### Box a: Officer ranks

#### Senior officers

Rank 10 - General Commissioner  
Rank 9 - Senior Commissioner

#### Chief officers

Rank 8 - Commissioner  
Rank 7 - Deputy Commissioner

#### Junior officers

Rank 6 - Chief Officer  
Rank 5 - Deputy Chief Officer

#### Police students

Cadet

For its part, the Senior staff of the National Directorate of the Republican Guard (DNGR is the acronym in Spanish), belonging to the executive sub-rank, is specifically divided as seen in Box b.

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### Box b: Ranks of superior officers

#### Superior officers

Rank 10 - General Commander  
Rank 9 - Major Commander

#### Chief officers

Rank 8 - Captain  
Rank 7 - 1st. Lieutenant

#### Deputy officers

Rank 6 - Lieutenant  
Rank 5 - Ensign

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### Box c: Basic ranks

#### Non-commissioned officers

Rank 4 - Senior Non-Commissioned Officer

#### Classes

Rank 3 - Sergeant  
Rank 2 - Corporal

#### Enlisted

Rank 1 - Constable

The police staff belonging to the executive sub-rank of the DNGR, in turn, are divided into the following hierarchies:

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**Box d: DNGR**

**Non-commissioned Officers**

Rank 4 - Senior Non-Commissioned Officer

**Enlisted**

Rank 1 - Republican Guard

**Classes**

Rank 3 - Sergeant

Rank 2 - Corporal

The National Directorate of Firefighters (DNB is the acronym in Spanish), for its staff within the executive sub-rank, consists of the following ranks:

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**Box e: DNB**

**Non-commissioned officers**

Rank 4 - Senior Non-Commissioned Officer

**Enlisted**

Rank 1 - Firefighter

**Classes**

Rank 3 - Sergeant

Rank 2 - Corporal

Women have a long history of participating in the security sector. The first women to enter the police force in Uruguay did so as early as 1914, in secretarial roles. However, from 1930 the entry of women into more operational roles began to be considered given the growing demand of meeting the diverse needs of the population. However, it was not until 1974 that women entered tactical units.

The participation of women has been essential for the development of police work; their presence has transformed the institution's tasks for the better and has promoted different lines of work with society and its most fragile sectors. It was a slow process during the 1930s, until it was found that certain functions of the Police could not be performed by men, such as interrogation, transfer, and inspection of women, children, and adolescents, and even more so on sensitive issues such as domestic violence and sexual crimes. For this reason, it was thought to integrate female staff into the institution to conduct these and other tasks.

On 30 June 1931, by resolution of President Terra, it was arranged that the Montevideo Headquarters hire six female civil guards, including Noemí Albarracín. The first female police officer went on to perform tasks in the Directorate of Prisons, but without a police uniform. After twelve years of arduous work, the Women's Police Force for Prison Surveillance and Security was created. On 23 February 1945, by resolution of the Headquarters, the members of the division began to wear uniforms, they received a regular salary, and they were appointed according to rank/functions.

The integration of women in the Police was accompanied by changes that were made in the laws. On 30 April 1974, Law No. 14.189 was created, by which female officials (PF) were included in the Executive Police sub-rank positions, and named by the rank they held. Over time, differentiated quotas began to cause issues for women in their police careers, as vacancies were limited compared with those for men, and women couldn't contemplate being able to reach the highest ranks, creating a glass ceiling within the ranking structure. Given this situation, on 21 February 2001, by Law No. 17.296, the 'budget bracket' for the Female Police was abolished in the higher scale so it was possible for women to not only compete for the same vacancies as men but also achieve greater mobility with regards to the ranks they couldn't previously access, thus allowing for promotion to the highest levels.

On 19 December 2005, by Law No. 17.930, the PF budget bracket was abolished in the basic scale, which allowed more women to enter the police force, previously hampered by quotas for female vacancies, as well as mobility within the ranks.<sup>11</sup> As of 2005, the role of policewomen gained prominence as they were assigned positions of particular trust, while assuming command in several Departmental Headquarters and National Directorates attached to the Ministry of Interior, including the Directorate of the National School of Police

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<sup>11</sup> A 'Budget bracket' in Uruguay, refers to the acronyms that describe police officers within the institution and financial records. The acronym (PF), created through the Decree-Law No. 14.189 (30 April, 1974) referred to policewomen and indicated the vacancies for which these officers could apply. By eliminating the bracket PF in both the entry-level and officer ranks through the Laws No. 17.296 (2001) and No. 17.930 (2005), the existing restrictions for female officers for recruitment and promotion were reduced.



# Uruguayan contribution to peace operations

## Historical perspective

Uruguay has a long history of multilateral participation as a founding member of the United Nations, as well as of the Organization of American States, and the Common Market of the South (MERCOSUR). The country served twice on the UN Security Council, once in 1965-1966 and once in 2016-2017. Uruguay participated for the first time in a peace operation abroad in 1929.

As a defender of human rights at the international and multilateral level, Uruguay has participated in initiatives, working groups, and organizations that promote peace and security commitments and agendas. Uruguay has been part of the UN Human Rights Council three times (2006-09, 2010-12, and 2019-2021). It also co-chaired the Informal Group of Experts on Women, Peace and Security in 2017, establishing a commitment to gender equality through the increase of women in the contingency troops in peace operations, as military observers and staff officers.

In 2020, the year commemorating the twentieth anniversary of UNSCR 1325, Uruguay joined the Network of Women, Peace and Security Focal Points, as co-chair, together with Canada. The network is made up of more than 80 countries and aims at generating a space for more fluid coordination among the countries with respect to this agenda.<sup>13</sup> Likewise, the Ministry of Interior, through the DNPG, is participating at the national level in a Working Group for the preparation and subsequent implementation of the first National Action Plan on Women, Peace and Security, which will contribute to the creation of a strategy to increase the participation of women in peace operations.

Uruguay is a member of the Elsie Initiative Contact Group, a 12-member group of countries that 'have demonstrated a commitment to the meaningful participation of women in UN peace operations'.<sup>14</sup> As such, Uruguay has a key role in providing practical support to the Elsie Initiative. In addition, in 2017 Uruguay co-chaired with Sweden the Security Council's Informal Experts' Group on Women, Peace and Security, showing its commitment to promoting the WPS agenda at a global level by encouraging the meaningful participation of women in peace operations. Both the Uruguayan Foreign Ministry and the Directorate of the Armed Forces actively promote the deployment of women, as evidenced by the high number of women deployed in recent years, and particularly in leadership roles, such as military observers and UN staff positions. This proactive role of the Uruguayan Armed Forces to deploy women in UN peace operations is positively reflected in the deployment of female police officers, although their numbers are lower than those for male police officers.

## UN and regional peace operations as a national priority

In addition to its multilateral leadership, Uruguay's Police Forces have been present in UN missions since 1991. In that year, an officer was appointed to the Official Mission to MINURSO - Western Sahara, beginning the history of Uruguay's police collaboration to date.

Participation in the UNAVEM III and MONUA - Republic of Angola mission from 1996 to 1999 was notable due to the presence of 45 Uruguayan male officers in the police force, which complied with the rotational guidelines established by the missions. In 2006, UNMIT was the first mission in which a woman was appointed.

## Conditions for staff withdrawing from peace operations

Deployed staff withdraw from operations when their contract ends. To date, events within the country have not affected or reduced Uruguay's commitment to deploy to UN peace operations. This is largely because deployment levels are linked to UNSCRs (most of them under Chapter VII of the UN Charter) and are coordinated with the UN Department of Peace Operations, which requires consistency.

## UN decision-making on deployment

Uruguay receives and responds to UN calls for police staff according to their specific requirements. The legal framework that encourages the coordinated involvement of the executive and the legislature in approving deployments provides an additional level of predictability and broad political support for the participation of staff.

<sup>13</sup> Press Release No. 112/20 *Mujeres, Paz y Seguridad. Conmemorando los 20 años de la Resolución 1325 del Consejo de Seguridad de las Naciones Unidas*, Ministry of Foreign Affairs, 2020, available at: [www.gub.uy/ministerio-relaciones-exteriores/comunicacion/noticias/mujeres-paz-seguridad-conmemorando-20-anos-resolucion-1325-del-consejo](http://www.gub.uy/ministerio-relaciones-exteriores/comunicacion/noticias/mujeres-paz-seguridad-conmemorando-20-anos-resolucion-1325-del-consejo).

<sup>14</sup> Elsie Initiative for Women in Peace Operations, Government of Canada, available at: [www.international.gc.ca/world-monde/issues\\_development-enjeux\\_developpement/gender\\_equality-egalite\\_des\\_genres/elsie\\_initiative-initiative\\_elsie.aspx?lang=eng](http://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/elsie_initiative-initiative_elsie.aspx?lang=eng)



# 02

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## Methodology

# Methodology

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## Overview of the MOWIP assessment

The methodology for Measuring Opportunities for Women in Peace Operations (MOWIP) is a unique tool that provides a systematic and comprehensive framework for assessing barriers and measuring opportunities for deployment, specifically of women in uniform, in peace operations. The methodology works on eight issue areas and two cross-cutting areas that allow the evaluated countries and institutions to:

- obtain a comprehensive set of potential barriers to deployment, and specifically in terms of women's participation in UN peace operations;
- measure the barriers with quantitative and qualitative indicators; and
- determine the different impact of each barrier on the institution being assessed.

The MOWIP methodology consists of three components or data collection instruments. The first is the fact-finding form (FFF), which contains approximately 200 questions designed to collect qualitative and quantitative data from official sources on the UN peace operations deployment of the country and institution being assessed. The second is an interview guide directed at the key persons responsible for the institution, as well as with relevant ministries. The third component of the methodology is a semi-random survey of the institution's staff. More details on the methodology can be found on the DCAF webpage.<sup>15</sup>

The national assessment team, led by RESDAL, collected the data with support from DCAF and Cornell University's Gender and Security Sector (GSS) Lab. The Cornell team then processed and analysed the survey data, focusing on statistically significant differences between women and men, and deployed and non-deployed staff.

Each issue area is colour-coded, with red being the highest priority and green the lowest priority. The analysis of the survey data contemplates rank, age, previous deployment in a UN peace operation, and whether the respondent serves in a relatively less urban area. We have identified when there are statistically significant differences between male and female respondents. Statistically significant differences show that, if the survey were conducted multiple times, men and women will still respond uniquely among each other, considering other factors that may also influence responses (such as rank, age, deployment status, and rural-urban setting). This indicates that different responses between men and women may reflect real differences in their experiences and perceptions due to chance or because women may be over-represented in certain ranks, services or deployment experiences. The survey data is compared with those from the FFF to look for inconsistencies between institutional reforms and policies and the actual experiences and perceptions of police staff. The results of the analysis were presented and discussed at the validation workshop.

The MOWIP methodology therefore produces robust, evidence-based findings that are informed by the perspectives of the institution, knowledge gained by the assessment team as well as national and international experts with academic backgrounds in gender and peace operations. It can be used to provide transformative, evidence-based recommendations that effectively address the root causes that prevent uniformed staff, especially women, from deploying to peace operations. The use of a methodology common to 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 in other contexts.

## RESDAL: the research partner organization

RESDAL, the Latin American Security and Defence Network, is a civil society organization made up of a group of experts from the region who specialize in the field of security and defence. Established in 2001, its mission is to collaborate 'in the construction of a peaceful democratic environment in Latin America and the Caribbean where democratic institutions exist to generate policies, experiences, and initiatives that in turn have an impact on the hemispheric and international security environment'. Since its creation, RESDAL has contributed to projects ranging from institutional transparency and hemispheric cooperation to civil society capacity building.

<sup>15</sup> Sabrina Karim et. al, *MOWIP Methodology: Measuring Opportunities for Women in Peace Operations*, (DCAF: 2020) available at: [www.dcaf.ch/mowip-methodology](http://www.dcaf.ch/mowip-methodology).



RESDAL seeks to be a think and action tank that combines academics and professionals, serving as a clearinghouse for a generation of projects and a space to advocate for the democratic advancement of the security and defence sectors. One of its main products is the Comparative Atlas of Defence in Latin America and the Caribbean, which has been published twice a year since 2005 and consolidated as the main source of information in the hemisphere, serving as an official part of the Conference of Defence Ministers of the Americas (CDMA) process since 2008. The organization has also developed a programme on public security in Central America that has produced a Public Security Index and a Public (In)Security Index with the incorporation of some South American countries.

RESDAL has a programme dedicated to Women, Peace, and Security dating back to 2008. RESDAL's involvement in this topic began with a research project on the integration of women in the region's armed forces as well as in peace operations. In addition to contributing to the body of knowledge on this, RESDAL's research and advocacy have been instrumental in placing the meaningful participation of women in the armed forces and peace operations on the regional political agenda.

RESDAL's gender programme included collaboration with the Gender Unit of the Department of Peacekeeping Operations for the development of guides for military staff, field research with MINUSTAH and MONUSCO interviewing military contingents from all regions of the world as well as civilian staff and officials from these missions, culminating in recommendations to the High-Level Panel on Peace Operations, as well as collaboration with experts in training courses with different state institutions. Since the start of the gender programme, RESDAL has continued its research on gender mainstreaming in international peace operations. RESDAL is considered a regional centre of excellence on the WPS agenda and, as such, is a strong partner for the development and testing of the MOWIP methodology.

## Implementation of the MOWIP methodology in the Police of Uruguay

Alongside the MOWIP assessment for the Armed Forces of Uruguay, the MOWIP assessment for the Police Forces of Uruguay was conducted between March 2019 and April 2020.

The implementation of the MOWIP methodology for measuring barriers and opportunities in the Police Forces of Uruguay consisted of the following stages:

### Preparation

The first step, which is essential for the implementation of this methodology, was to organize meetings with the authorities at ministerial level and the leadership of the National Police of Uruguay, in order to agree on and authorize the implementation of the methodology. This included the visit of the former Head of the Gender and Security Division of DCAF in March 2019 to meet with the previous leadership of the National Police. The meetings established the basis for cooperation and openness between the institutions, as well as the designation of contact points in each institution for the follow-up and coordination of activities.

The research plan for the implementation of the MOWIP methodology was presented in February 2019 by RESDAL, the national research partner organization selected to conduct the data collection for both the Armed Forces and National Police reports. Lead researchers Samantha Kussrow and Marcela Donadio designed the plan so that data collection for both reports could be conducted in parallel.

### Design and application of data-collection instruments

Through the MOWIP methodology, the Elsie Initiative is a pilot effort that seeks to assess the conditions that do or do not allow for the meaningful participation of women in peace operations. The pilot has been implemented in this first phase in seven countries, which has required that, as a first step in each assessment, the methodological design (including data collection instruments) be reviewed to adjust or adapt them to the context. This process has been referred to as the localization process.

To allow the localization of the methodology to the requirements and possibilities of the Uruguayan context, the research team comprised a team of experts. This group discussed and evaluated the elements of the methodology that could or could not be adjusted, documenting the process and explaining the decisions taken to the participants.

For each institution the modality of work varied, either because the institution provided a list of staff to be contacted or because the team collaborated directly with them. In all cases, it was possible to establish the numbers and characteristics to randomly select the individuals to be surveyed. The contact points were used to complete the FFF according to sources such as legislation, national policies, internal regulations, newspaper notes, and interviews with decision-makers, officials, and key informants. The FFF was delivered by RESDAL in August 2020 and subsequently completed in May 2021 by staff from the Ministry of Foreign Affairs, Ministry of Interior, and DCAF.

The police survey was also conducted on a confidential basis and individually to a semi-random sample of 384 people between October 2019 and April 2020. Key facts to consider about the sample:

- Women comprise 50% of the respondents.
- Of the total number of female respondents, five of them have been deployed.
- Of the total number of respondents, 7% are staff who have deployed on a mission.
- The highest rank among the respondents was that of Comisaria Mayor (Senior Commissioner), and the lowest was that of Agente (Constable).
- In terms of ethnicity, 63% of respondents identified themselves as white, 13% as Afro-descendants and 7% as Indigenous. The rest identified themselves as 'mestizo' or did not identify with any ethno-racial category.
- Respondents have been in the police force for an average of 11.6 years.
- The average age when they joined the police force was 22.5 years.
- Of the respondents, 66% served in Montevideo, 16% in Canelones, 7% in Maldonado, and 4% in Cerro Largo, Paysandú, and San José.

At times, the device was handed directly to the respondent to record their responses privately.

The survey included approximately 300 questions, responding to the different issue areas that the methodology seeks to measure. They were contextualized with regards to the indicators involved in the survey, but with the aim of adapting them as much as possible to the reality of the country in terms of the use of language (with specific phrasing) and cultural sensitivities.

Finally, seven semi-structured interviews were conducted with people in leadership positions, including:

- Sub Crio. Lic. Jorge Camargo;
- Crio. General (R) Julio Del Río, Director of Planning and Strategy of the National Police (current General Staff of the Police);
- Crio. General Mario Layera, Director of the National Police;
- Cria. (PT)(CP) Esc./Lic. Cecilia Erhardt Ayala, Deputy Director of the Gender Policy Division (at that time), Ministry of Interior; and
- Cria. Dra. Laura Labarfois, Adviser to the Gender Policy Division (at that time), a member of the Police Force and former UNPOL Gender Adviser to UNMIL.

Collaboration between the participating institutions allowed the research team to focus on the best way to collect data so that the results would be valid and dependable. Some of the actions and considerations put in place by the team include:

- a data protection agreement with Cornell University (including sealed data: once the survey was conducted, only the university could access the information). Confidentiality agreements were also signed with the research team.
- a representative and semi-random sample: the participating institutions were aware of the process and validated its semi-random character. This was also explained to the respondents.
- the establishment of a diverse research team and training on confidentiality;
- working methodologies that encouraged respect for people's opinions and work, active listening, and flexibility. It was essential that each person interviewed felt that their case was unique, that their opinion mattered, that their work was respected, and that there was no judgment on what they said; and
- feedback of the assessed institutions that was frequently acted upon. In this regard, the team arranged for a supervisor to relay information and coordinate the process, as well as monitoring the performance of the research staff.

## **Analysis of collected data**

All data collected during implementation by RESDAL was handed over to the DCAF team and Cornell University, and the data from all applied surveys was sent directly to the server at Cornell University, which was responsible for processing them. An initial analysis of the data was conducted by the Cornell GSS Lab in the second half of 2020 and completed in the summer of 2021. Cornell shared a draft report with DCAF in early January 2021.

DCAF, together with the Ministry of Foreign Affairs and the National Directorate for Gender Policy of the Ministry of Interior, held a follow-up meeting in March 2021 to re-examine remaining questions and request additional information. Between May and June 2021, the supplementary information provided by the National Directorate for Gender Policy was reviewed and the first draft of the report was finalized with the Cornell GSS Lab.

## **Validation**

After a follow-up meeting in June 2021, an oral report was convened in August 2021 where the first findings were presented. Finally, in December 2021, a validation workshop was held to study the findings and compile, together with the DNPG and the relevant directorates within the Ministry of Interior, a set of final recommendations.













# 03

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## 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 assigned a score to indicate where the security institution should focus future efforts to improve the meaningful participation of women in uniform in UN peace operations. Further details of the opportunities and barriers for each issue area can be found in the following sections.

| Pre-deployment stage: including factors that affect force generation                |   |   | Cross-cutting issue areas   |   |
|---|---|---|---|---|
|    | 1 | ELIGIBLE POOL<br>Are there enough women in national institutions? (Page 31)   |  |  |
|    | 2 | DEPLOYMENT CRITERIA<br>Do criteria match the skills needed in peace operations? (Page 39)   | 9   | 10  |
|    | 3 | DEPLOYMENT SELECTION<br>Does everyone have a fair chance for deployment? (Page 43)  |   |   |
|    | 4 | HOUSEHOLD CONSTRAINTS<br>Are there arrangements for families of deployed women? (Page 46)   |   |   |
| <b>Deployment stage: including conditions for women during peace operations</b>     |   |   |   |   |
|  | 5 | PEACE OPERATIONS INFRASTRUCTURE<br>Are accommodation and equipment designed to meet women's needs? (Page 51)                            | Do preconceived attitudes about women preclude their ability to deploy? (Page 66)   | SOCIAL EXCLUSION<br>Are women treated as equal members of the team? (Page 72)       |
|  | 6 | PEACE OPERATIONS EXPERIENCES<br>Do positive and negative experiences in peace operations affect women's deployment decisions? (Page 54) |   |   |
| <b>Post-deployment stage: including factors that affect redeployment</b>            |   |   |   |   |
|  | 7 | CAREER VALUE<br>Do deployments advance women's careers? (Page 59)   |   |   |
| <b>All stages</b>   |   |   |   |   |
|  | 8 | TOP-DOWN LEADERSHIP<br>Do leaders at all levels support women's deployment? (Page 61)   |   |   |

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

## Understanding the results

In the following sections, a summary of findings is provided for each issue area followed by a set of detailed findings.

### Classification of each issue area

Findings for each issue area were drawn from three data sources: the FFF, interviews with key staff in leadership and decision-making positions, and the survey. The data were then used to measure a set of indicators for each issue area to identify barriers or opportunities for the meaningful deployment of women in peace operations. All indicators for each issue area were then examined together to determine whether the issue area was classified as high, medium or low priority for follow-up activities.

In classifying the issue areas, the methodology also looks at differences in the results of the FFF, interviews, and survey. Specifically, it examines whether:

- responses to the FFF and key decision-maker interviews regarding policies, practices, and programmes were different from responses to the survey, which measured staff experiences of those policies, practices, and programmes;
- a policy or practice may disproportionately affect women and men (for example, having a height restriction would favour men as they are taller on average); and
- there was a significant difference in the way women and men answered each question in the survey.

#### **Box f: Analysis of data collected**

The first step in analysing survey results is cleaning the data. The Cornell University team used the R data analysis platform to correctly code the data, converting text responses to numbers, merging columns belonging to a single question, and combining multiple variables into one index. For example, responses to dichotomous questions that were recorded as 'yes' or 'no' were recoded as '1' and '0' respectively.

The cleaned data were used for preliminary descriptive statistics. To do this, a spreadsheet was created for each question, with the calculated proportion of respondents who answered each question in a particular way. A t-test was then conducted to establish whether there were statistically significant differences between male and female respondents, as well as between deployed and non-deployed staff. Statistically significant differences were highlighted in the spreadsheet and directions noted ('positive' to describe when more women and/or deployed staff responded this way and 'negative' to describe when fewer women and/or deployed staff responded this way).

The t-test did not account for other confounding variables affecting the responses. Therefore, a regression analysis was also performed to ensure the robustness of statistical significance. The type of model used depends on the specific survey question:

- For questions with only 'yes' or 'no' answers (dichotomous dependent variables) a logistic regression model was used.
- For questions where the variable was a scale, a linear regression model was used.
- For questions with linearly ordered responses (i.e. strongly agree, agree, neutral, disagree, strongly disagree), an ordered logistic regression model was used.

The team then ran a regression of a set of standard independent and control variables: sex, deployed/non-deployed, high rank/low rank, urban/rural, and age. From this, an interaction term between sex and deployment (sex x deployment) was included, allowing to see if deployment has a conditional effect on someone's sex and on the question of interest. If the variable 'female' is significant, we know that women affect the survey question of interest (response of the dependent variable). If the interaction term (female and variable displayed) is significant, we know that the display affects the degree to which being a woman affects the outcome of interest. In other words, the interaction term and the 'sex' term will tell us whether

or not deployed women are more or less likely to respond in a certain way, holding constant other possible factors that may influence their responses (such as age or rank).

The survey results were then triangulated with the findings from the FFF into the MOWIP Indicator Form, which is used to calculate the four scores that measure different dimensions of what constitutes a barrier for women. The four different scores were used to classify the subject areas, comparing the same score in all ten subject areas and classifying them as 'low', 'medium', and 'high'. The colour code was not established in a fixed range of values, but the classification is relative within each national security institution.

- For example, the experience gap score of 0.63 for area 7 is labelled red because it is one of the lowest scores in that row. However, a score of 0.57 is classified as green on the institutional barrier score for women because it is one of the highest numbers relative to its row.

Finally, each issue area was classified by column in categories of high, medium or low priority, based on the colour code of the four scores.

Based on the foregoing, the findings can be relied upon to highlight opportunities and barriers to women's meaningful participation in UN peace operations, as well as gaps in the implementation of existing policies and differences in perception between high- and low-rank staff, and between women and men.

## **Cross-cutting issue areas**

Issue areas 9 (gender roles) and 10 (social exclusion) are cross-cutting since they reflect the values, norms, perceptions, behaviours, and practices of people within security institutions, as well as the institutional cultures and group dynamics that this generates. The findings for issue areas 1 through 8 also include information on how these cross-cutting issue areas have affected the results. This will help guide recommendations as transformational change can involve both changes in policy and mindset changes.

## **Additional information**

The report contains the most important findings identified by DCAF and Cornell University. If necessary, additional analyses can be conducted for follow-up activities using the database developed by Cornell University within the framework of the implementation of the MOWIP methodology.





# ISSUE AREA 1: Eligible Pool

MEDIUM  
PRIORITY

*The Eligible Pool issue area explores whether there are enough women in the Uruguayan Police Forces to meet the goals of the UN Uniformed Gender Parity Strategy by 2028.*

## Box 1.1: Participation of Uruguayan police forces in UN peace operations

According to 2017 figures from the National School of Peace Operations of Uruguay (ENOPU is the acronym in Spanish), 1,072 General Staff Officers, military observers, and police officers have been deployed from 1991 to date.<sup>16</sup> The peace operations that had the largest number of police staff are UNAVEM III (45 participants), MINUSTAH (31 participants), and CICIG (61 participants).

As part of the Uruguayan Police Forces, some female officers have been deployed with the Officer rank as armed observers in the following peace operations:

- UNMIT, in Timor-Leste – a female officer enrolled in UNMIT, and was joined by three more female police officers between 2007 and 2008;
- MINUSTAH, in Haiti - in 2011, two female police officers were deployed; and
- UNMIL, in Liberia – In 2012, one woman was deployed.

It is also worth mentioning that in 2011 and 2012 two female armed officers were deployed in security roles in the Guatemala mission – UN CICIG Commission, and one of these was the first female police officer in charge of the Uruguayan Contingent on mission. In 2013, a female armed officer participated as an investigator and by 2019 two Basic Scale female officers were enrolled as armed security. With regard to the mission in the Democratic Republic of the Congo – MONUSCO, in 2011 two female nurse police officers were appointed. In relation to the Brindisi – SPC mission, and in 2019, a female officer was appointed as unarmed P-5 Team Leader.

Then, from 2018 to 2019, four female officers were deployed for the Colombian mission - UNVMC as unarmed observers, to be joined by three more in 2021, giving a total of seven female police officers deployed as of the date of this report.

## Summary of findings

Issue area 1 offers a first overview of the staff of the National Police, their composition and motivation to participate in deployments. Based on the data collected, this report identifies the following key points:

### OPPORTUNITIES

- Internal regulations with regards to gender equality and women's participation in the police forces have been developing over the long history of the institution. This demonstrates how gender barriers have been broken down within the institution, for example, the elimination of the Female Police Corps and the subsequent integration of women in all positions and units within the institution.
- Women make up a quarter of all police forces, citing a 'vocation for service' as a primary motivation for joining the workforce. They fully participate in basic training and express interest in deploying in peace operations in equal proportion to men.

### BARRIERS

- The institution has not conducted recruitment campaigns with the specific aim of increasing the participation of women, despite the fact that they deploy and redeploy to a lesser extent than men.
- There are no quotas for women, even though they are underrepresented in leadership positions.
- A majority of staff reported having considered, or are considering, leaving the institution.

<sup>16</sup> National School of Peace Operations of Uruguay, *Oficiales de Estado Mayor, Observadores Militares y Oficiales de Policía*, 2017, available at: [www.enopu.edu.uy/misiones-de-paz/oficiales-estado-mayor-observadores-militares-oficiales-policia/](http://www.enopu.edu.uy/misiones-de-paz/oficiales-estado-mayor-observadores-militares-oficiales-policia/).

## GAPS IN PERCEPTIONS AND EXPERIENCE

- Despite having established and regulated processes for entry and career advancement, staff perceive that there are other factors besides merit that impact advancement and the opportunity to deploy. One of the factors identified in the survey is 'gender', which men perceive plays unfairly in favour of women. There is a widespread perception that affirmative action is neither effective nor desirable.

## The findings in detail

### OPPORTUNITIES

#### Women have a long history in the Police Force of Uruguay

According to the 'Book of Affiliations and Terminations' of the Personnel Department (IDATYC, currently DCRYMP is the acronym in Spanish) of the Montevideo Police Headquarters, the first woman to join their Police Force (Ms Generosa Brandon) in 1914 did so as a clerk/secretary, and she was joined by other women in 1922, who were also employed as clerks.

It is thought that the recruitment of women into certain roles within the police was a response to the need to address issues concerning girls, boys, adolescents, and women.<sup>17</sup> From the 1930s, when it was understood that certain duties of the police could not be carried out by men, women began to be considered for investigative roles in crimes involving women or minors as perpetrators or victims, as well as in crimes of morality and crimes against family order, and other activities that were assigned by the Montevideo Police Headquarters.<sup>18</sup>

Then, in 1988, the so-called 'Female Police Corps' (created and regulated by Law No. 13.835 of 1970) was dissolved and women were incorporated into the various police stations, advancing both their rank and their participation in the various tasks of the National Police.<sup>19</sup> Finally, it should be noted that the integration of LGBTIQ people into the Police Forces of Uruguay is covered by Article 12 of Law No. 19.684 (Integrated Law for Trans People).

In 2001 Law No. 17.296 abolished the 'budget bracket (PF) Female Police' in the upper ranks, to be followed in 2005 by Law No. 17.930, which abolished it in the basic ranks. This allowed more women – previously hindered by quotas – to enter the Police Force and move up the ranks.

#### Women make up a quarter of the National Police Force

Currently, women represent 25.6% of the National Police of Uruguay. This percentage is the highest in the Latin American region. Women make up 18% of the Republican Guard, which could be considered a militarized branch of the police.

Data from two different periods also reflect a gradual increase in the participation of women in the different sub-ranks of the Uruguayan Police Forces, condensed in Box 1.2.

17 Donadio, M., & Mazzotta, C., *La mujer en las instituciones armadas y policiales: resolución 1325 y operaciones de paz en América Latina*, Buenos Aires: RESDAL, 2009.

18 Idem.

19 Bentancor, F. Leal, R. Martins, V. Ramírez, N. Rodríguez, M. Suiffet, L., Monografía *La Mujer en el Instituto Policial*, National Police School "Juan Carlos Gómez Folle", Junior Staff Education and Training Centre, "General José Artigas", 2009, available at: [docplayer.es/90174566-Monografia-la-mujer-en-el-instituto-policial.html](http://docplayer.es/90174566-Monografia-la-mujer-en-el-instituto-policial.html).

**Box 1.2: Comparison of women's participation by sub-rank, Effective Force, National Police of Uruguay, from 2007 to 2020.**

|                         | Effective Force<br>2007 | Effective Force<br>May 2018 | Effective Force<br>2020 |
|-------------------------|-------------------------|-----------------------------|-------------------------|
| Executive sub-rank      | 2,431                   | 5,427                       | 6,242                   |
| Administrative sub-rank | 1,465                   | 1917                        | 2,139                   |
| Specialized sub-rank    | 871                     | 910                         | 916                     |
| Technical sub-rank      | 252                     | 540                         | 552                     |
| Service sub-rank        | 259                     | 190                         | 174                     |
| Others                  | 0                       | 3,221                       | 286                     |
| <b>Total</b>            | <b>5,278</b>            | <b>12,205</b>               | <b>10,309</b>           |

*Source: Information extracted from the compilation of data conducted by Cria. Mayor (PT) (CP) Esc./Lic. Cecilia Erhardt, with reference to the 2007 National Police Census and information provided by the Management and Human Development Area, Department of Personnel Control, Registration and Mobility, Vacancies Sector, Ministry of Interior (MI).*

**Women are fully involved in basic training**

Women participate in all stages of basic training. All receive training on firearms and operations as part of the basic training offered by the National Directorate of Police Education. Both men and women receive basic training during the first educational module. Afterwards, they attend an Applied Technology course, in which they are trained in the use of tablets and apps useful for police work.

**Job promotion is based on merit**

When a position becomes available, promotion is awarded through a competitive selection process. In the case of senior officials, 50% of vacancies are filled through competition and 50% by direct appointment by the executive branch.

Criteria taken into account for job promotion are presented in Box 1.3.

**Box 1.3: Criteria considered for job promotions**

|                         |   |
|-------------------------|---|
| <b>Positive factors</b> | <ol style="list-style-type: none"> <li>1. Course grade or promotion exam</li> <li>2. Annual appraisal or performance evaluation</li> <li>3. The following elements of the applicant's current role: <ul style="list-style-type: none"> <li>- Tasks undertaken for senior management</li> <li>- Points awarded from an appraisal scoring system</li> <li>- Knowledge acquired by the official</li> <li>- Tasks related to areas of crime prevention</li> <li>- Outstanding feedback from staff of the executive sub-rank</li> <li>- Outstanding academic work</li> </ul> </li> </ol> |
|-------------------------|---|

|                         |   |
|-------------------------|---|
| <b>Negative factors</b> | <ol style="list-style-type: none"> <li>1. Demerits</li> <li>2. Minor misconduct: <ul style="list-style-type: none"> <li>• Written observation</li> <li>• Demerit from 1 to 15 points</li> <li>• Suspension from 1 to 10 days</li> </ul> </li> <li>3. Serious misconduct: <ul style="list-style-type: none"> <li>• Demerit from 16 to 30 points</li> <li>• Suspension from 11 to 30 days</li> <li>• Suspension for up to three months without pay, or with half the salary, depending on the severity of the case</li> </ul> </li> <li>4. Very serious misconduct: <ul style="list-style-type: none"> <li>• Suspension for three months and one day for up to six months with total deprivation of salary</li> <li>• Dismissal. Dismissal will in all cases result in the loss of assets withheld as a precautionary measure</li> </ul> </li> <li>5. Negative yearly appraisal report or performance evaluation</li> </ol> |
|-------------------------|---|

It is important to note that domestic violence and harassment are considered serious misconduct in the workplace.<sup>20</sup>

Those who determine promotion are members of a national qualifying board. In the case of senior officials, the Board is appointed by the Ministry of Interior. For other officers, the Boards are composed of the Chief of Police, the National Director, the Deputy Chief, and a senior officer. In the case of junior staff, the Board is composed of the Deputy Chief of Police, the Deputy National Director, and two senior officers, and in all cases the Boards are appointed by the National Director of Police.

### Selection for deployment in peace operations is similar for both men and women

According to the survey, 12% of those surveyed who had deployed said they had been selected by their superiors, 69% were selected through an application process, and 12% were part of a Formed Police Unit. There were no significant differences between men and women.

### Accommodation is available at the Police Academy

Separate sleeping facilities for men and women are available at the Police Academy.

### Salary is usually paid on time

Around 75% of men and 85% of women surveyed said their salary was never late or missing. Only 14% of men and 13% of women said they had encountered this problem once or twice. Around 9% of men and 2% of women said it had happened to them a few times. Around 2% of men and 1% of women said payment was often late.

### Most of the staff are following in their relatives' footsteps

About 65% of police staff have a family member who has served or worked in the police. Around 29% had an uncle in the police, 25% a father in the police, 20% a cousin, 16% a grandfather, 15% a brother, 6% a mother, 5% a sister, 5% an aunt, 5% a cousin, and 1% a grandmother.

Around 38% of the people surveyed found out about joining the police from their family, 15% from friends, 10% from social networks, 4% from television, 2% from the radio, 1% from the school or teachers, and less than 1% from the qualifying board at the national level. Around 30% found out about joining the police themselves, and 12% found out about joining the police from other sources.

## Women enter the police force due to their vocation for service, while men seek job stability

When asked why they joined the police force, 36% of the people surveyed said they did it for job stability, 31% for economic benefits and salary, 27% because it was a childhood dream, 25% to help people, 22% because they had relatives in the police, 13% for benefits, 4% because they had friends in the police, and less than 1% because they wanted to be a hero or heroine, for adventure or to travel. Other people (around 10%) responded that they joined the police because it was their vocation to serve. Women were less likely to say they joined for job security and more to help people.

The website of the National Directorate of Police Assistance and Social Security (DNASSP is the acronym in Spanish) lists all the possible types of social benefits, such as various types of financial and medical help, disability and student scholarships, police pantheon and burial expenses, life and disability insurance, as well as housing and care issues for dependent people (children and adolescents, senior citizens, and people with disabilities).

## Most police staff want to deploy

Around 77% of people surveyed have wanted to deploy to a UN peace operation. Men and women are equally likely to want to deploy.

## Most previously deployed police staff want to redeploy

Of those surveyed who had previously deployed to a UN peace operation, 94% of men and 100% of women expressed a desire to redeploy.

# BARRIERS

## Guaranteeing eligibility

### There have been no campaigns focused on promoting the participation of women in the Police Forces

According to the people interviewed, there have been no quotas or campaign launches focused on promoting the participation of women in the police forces.

### Compared with men, few women are deployed in peace operations

As of the date of the survey, 263 police officers had deployed to at least one mission. Of those who had deployed, 11 were women, i.e. 4%. This means that, of the total number of police in the forces at that time, 22,861 staff members have not been deployed and 5,741 women have not been deployed. Similarly, in the survey, which oversamples staff who have deployed, only 3% of female respondents have deployed, compared with 11% of male respondents. Those surveyed had deployed to 1.5 missions, on average.

### There are few requests to deploy in peace operations

Demand is low for deploying in peace operations. One reason given was that there is no mass communication for requests for police deployments in UN peace operations. Another reason is that the requirements are considered very demanding, which reduces the number of police officers that could be deployed.

### There are no quotas for women in the Police Forces

No quotas exist for women in the police forces. The only existing quota is that which guarantees a certain percentage of seats in the academy to Afro-descendants. Law No. 19.122 establishes 8% of positions for Afro-descendants in public institutions if they pass the corresponding tests. The police school includes details of its legislative framework on its website.

### Women are underrepresented in leadership positions

Female respondents are less likely to hold a leadership position compared with male respondents. Around 66% of female respondents had held a leadership position, compared with 78% of men. On average, men had held 3.4 leadership positions and women 1.8.

Furthermore, when talking about leadership if we include leadership roles, positions, and levels held by women within the National Police, we observe that only 28% (333) of women occupy these roles compared with 72% (858) of men.<sup>21</sup>

### The minimum height requirement is below the national average

The average height in Uruguay is 162 cm for women and 173 cm for men.<sup>22</sup> The minimum height requirements for the police are as follows: men 1.68m, women 1.60m, and the maximum – men 2m, women 1.80m. This means that, regarding the national average, some women and men will be excluded from joining the police.

### Developing an eligible population

Women are less likely to have received peacekeeping training at home and abroad. Around 12% of male respondents and 5% of female respondents have attended peacekeeping training courses in Uruguay. Around 6% of male respondents and 2% of female respondents have attended peacekeeping training courses in another country.

### Nearly half of staff believe that women are favoured for promotions, jobs, and peace operations on the basis of gender

About 48% of male and female respondents believe or consider that women are sometimes favoured for jobs and promotions just because they are women. About 12% of respondents believe that women are favoured when staff are being selected for deployment in a peace operation.

### A minority of staff receive international police training

About 20% of respondents reported having received some international police training. In absolute terms, women were more likely to say they had taken at least one police training course, but only when controlling for rank, age, deployment, and urban-rural area.

In comparative terms, the results suggest that:

- around 88% of women have never received international training, 8% have received it once, 3% twice, less than 1% three times, and 2% four or more times; and
- around 73% of men have never received international training, 8% have received it once, 6% twice, 2% three times, and 11% four or more times.

### Existing formal associations within the police are open to both men and women, but there is little participation

Formal associations exist within the police, but most staff report that they do not belong to them. These include:

- MECISPU (Mesa Coordinadora Permanente de Instituciones Sociales de la Policía del Uruguay, or in English the Permanent Coordinating Board of Social Institutions of the Police of Uruguay), which coordinates:
  - Club Atlético Policial (Police Athletic Club);
  - Centro de Sub Oficiales de la Policía (Police Sub-officers Centre);
  - Federación de Círculos Policiales en Retiro del Uruguay (Federation of Retired Police Circles of Uruguay);
  - Federación de Asociaciones de Retirados Policiales (Federation of Associations of Police Retirees);
  - Círculo Policial del Uruguay (Police Circle of Uruguay); and
  - Asociación Nacional de Policías en Retiro del Uruguay (National Association of Retired Police Officers of Uruguay).
- Sindicato Único de Policías Uruguay (Uruguayan Police Unitary Union)
- Sindicato de funcionarios/as Policiales de Montevideo-Uruguay (Union of Police Officials of Montevideo-Uruguay)

About 85% of respondents do not belong to formal organizations or associations. Those who did report group affiliation reported belonging to only one organization or association.

21 National Civil Service Office (ONSC), *Brechas en el Acceso a puestos de decisión en la Administración Central 2020*, 2020.

22 Bentham, James & Ruhli, Frank & Staub, Kaspar & Faeh, David & Gutzwiller, Felix & Ezzati, Majid & Sharma, Sanjib, *A century of trends in adult human height*, eLife. 5. 10.7554/eLife.13410, 2016.

## Staff retention

### Lack of accommodation in police departments

It is not common in Uruguay for there to be accommodation within police departments. Around 45% of female respondents said there were adequate (specific and equipped) overnight quarters for them provided by the police, 11% said they were inadequate, and 40% said there were none. Among male respondents, 42% said there were adequate quarters, 5% said there were inadequate quarters, and 54% said there were none.

### Women have less access to adequate toilets

In the National Police infrastructure, when there is no possibility of separate toilets for space reasons, the toilet is intended for the use of both sexes (unisex).

Around 77% of the women surveyed said that the police provided adequate toilet facilities in the country for women and 15% said that toilets were provided but were not adequate. In comparison, 90% of men said there were adequate toilets and 3% said there were toilets, but they were not adequate.

### Service uniforms are not different for men and women

The uniform regulations of the Police Forces of Uruguay are approved by Decrees No. 557/992 of 1992 and 37/000 of 2000.<sup>23</sup> The 'basic' service uniforms that police staff of the Police Forces of Uruguay receive are practically the same for men and women. It is only the dress uniforms that have differences and these are purely aesthetic.

Both on-duty and deploying staff receive uniforms according to their function. However, in the survey 90% of the men and 83% of the women reported that they had not been given uniforms at the time of the survey. In addition, 92% of the men and 89% of the women stated that they had not been issued with corresponding apparel. Support staff (Administrative, Technical, Specialized and Service) do not receive any type of uniform and, in the case of executive staff, delays may occur due to lack of stock or internal procedures of each unit, but the institution is obliged to provide the relevant clothing.

### Housing is not provided for families of staff during deployments

About 60% of women and 75% of men surveyed stated that the police do not provide housing for families during deployment. The DNPG confirms that the National Police of Uruguay does not directly provide housing. It is interesting, then, that deployed staff report in the survey having received housing support: 15% of women and 9% of men said that the police provided housing, but that it was inadequate. Around 26% of women and 16% of men said there was adequate housing.

### Most police staff consider leaving the police force

About 92% of respondents said they had at some point considered leaving the police force. Women are equally as likely as men to consider leaving the police.



## Deployment extensions

### There are no official extension policies for deployment

Although there are options for extending missions, no official policies for extending deployment to peace operations were reported during the data collection. According to the surveys conducted, extensions are usually granted if there is a request from the mission, a positive assessment of the individual, and if they are not needed at home. However, no data was obtained on the number of personnel who have received extensions.

### Women are less likely to receive an extension

Women are less likely to receive extensions for deployment. Around 75% of respondents reported receiving extensions, including 79% of men and 60% of women. On average, this means that men received 1.3 extensions and women received 0.8 extensions.

## Redeployment

### Men would like to redeploy more often than women

Respondents felt that, on average, men should deploy 2.2 times and women 2 times. Female respondents felt that both male and female staff should be deployed less often, 1.9 times for men and 1.7 times for women respectively. However, male respondents feel that they should be deployed 2.4 times and female respondents 2.3 times.

### Police staff do not know if redeployment support programmes exist

Only 12% of respondents reported being aware of redeployment support programmes in peace operations. There was no significant difference between the proportion of men and women who were aware of such programmes.





## ISSUE AREA 2: Deployment Criteria

HIGH  
PRIORITY

*This issue area examines whether women have the capacity and opportunity to fulfil the requirements for deployment to the same extent as men.*

### Box 2.1: Eligibility requirements for deployment

For individual deployment, candidates must be active staff in a police force or other law enforcement agency of the member state. They must have served at least five years in that agency after graduating from police school or a certified police training institution. In addition, they must meet the following essential requirements established by the UN:

- knowledge of international criminal justice standards;
- proficiency in the language of the mission;
- one year of driving experience;
- weapons handling;
- basic computer skills; and
- knowledge that may be required for specific missions.

To assume leadership of FPUs, candidates must have a rank no lower than police officer or equivalent and have at least 10 years of operational police experience, including a minimum of five years in law-and-order management.

It is the responsibility of the TPCCs to provide candidates who are trained and well equipped prior to deployment, in addition to the training provided by the UN for the mission.

In Uruguay, the National Police also applies other selection criteria for staff deployed in peace operations:

- In addition to medical examinations, the Cooper test is used to assess the physical fitness of staff. In this test, the degrees of fitness are determined by age and sex.
- Position and years of experience;
- Age;
- Driving test or licence;
- Minimum height requirement to drive 4x4 vehicles;
- Computer literacy (Microsoft Office package), although everyone joining the police receives basic training.
- Small arms/tactical test: a small-arms shooting test is administered by UN testing staff.
- Operational experience;
- Language skills;
- Disciplinary background: police staff cannot be deployed if they are under disciplinary investigation.
- ENOPU preparatory course; and
- UN examination or test.

The following criteria are not requirements:

- Communication and conflict resolution skills;
- Letters of recommendation.

## Summary of findings

### OPPORTUNITIES

- No marital and family status criteria are imposed for deployment.
- Staff have a general understanding of the basic requirements for deployment.
- Motivation to deploy is high: interested persons apply even if they do not meet all requirements.

### BARRIERS

- Staff are uncertain whether there are institution-specific criteria related to position and/or experience to be deployed. They also report confusion regarding other selection criteria.
- Prior command authorization for all personnel concerned (regardless of whether they are officers or junior officers) is key at the time of deployment, as it is subject to the institution's discretion for reasons of service.

### GAPS IN PERCEPTIONS AND EXPERIENCE

- Staff consider that the most important competencies to be deployed are communication and interpersonal skills, but these do not feature as part of the assessed requirements.

## The findings in detail

### OPPORTUNITIES

#### Marital and family status are not criteria for deployment

People's family situation does not influence criteria, conditions or barriers for deployment. In other words, women and men with dependents can be deployed.

Marital and family status of individuals does not influence selection criteria or conditions required for deployment but does represent barriers and/or obstacles to deployment in that they create additional workload (often reflecting traditional gender roles) for those who are in charge of a family and care for dependents.

#### Most staff are aware of the written test requirement

Around 79% of men and 71% of women said they were aware of the requirement to pass a written test as a mandatory criterion for deployment. Written tests are conducted in Spanish, but according to the survey, 70% of women and 80% of men thought the written test should be available in English, 80% of men and women thought it should be in Spanish, and 37% of men and 17% of women thought it should be in French.

#### Staff are familiar with the essential requirements

There is widespread, but not exact, knowledge of the requirements to deploy. Of those surveyed:

- 97% mentioned that a medical test is required;
- 75% mentioned that there is a driving test;
- 95% mentioned that there is a physical fitness test;
- 77% mentioned that there is a small arms and tactical weapons test. Some 86% of the men and 92% of the women mentioned that tactical and small arms knowledge is important for deployment.
- 82% mentioned that there is a language test.

Interestingly, 2% reported that staff had to be single or childless to be deployed, which is not a requirement or criterion.

#### Staff request deployment even when they do not meet all requirements

Only 18% of the respondents who do not apply for deployment to a peace operation did so because they felt they did not have the right skills. Around 20% of men and 9% of women said they did not apply because they did not have the right rank.

## **BARRIERS**

### **Staff do not know if there is specific deployment criteria for the Police Forces of Uruguay with regards to rank or number of years' experience**

The National Police of Uruguay state that their deployment criteria is identical to that of the UN. The minimum requirement for individual deployment is five years of service on average and 10 for leadership positions in FPU.

Of those surveyed, 25% of respondents thought that a certain rank was required for deployment. Around 60% thought the minimum rank was 'Constable/Guard' and 15% thought the minimum rank was 'Warrant Officer/Adjutant'. Women were less likely than men to think that the minimum rank required was 'Constable/Guard' and were more likely to say they did not know what the required rank was.

Female respondents thought it took 4.7 years of service before they could deploy and male respondents thought it took 4.1 years of service.

### **Knowledge of English or French is required**

The UN has specific selection criteria in place. Depending on the mission, the UN might require a certain level of French. A good knowledge of English must almost always be demonstrated. Language skills, according to respondents, are one of the most important aspects for deployment.

Of those surveyed, 89% say that knowledge of English is important for deployment in peace operations and 63% say that knowledge of French is important.

### **Police staff need approval from superiors to deploy**

Of those surveyed, 37% reported that permission was needed from their supervisor in order to deploy, and the approval process is escalated from the immediate superior officer up to and including the National Directorate.

The fact that immediate supervisors can exercise discretion regarding the eligibility of candidates for deployment is problematic in that deployment is not an institutional priority, since the main objective is to govern, execute, control, and evaluate policies, plans, and programmes related to public security, guaranteeing the free exercise of fundamental rights and freedoms on national territory.

### **Men and women think there are age requirements for deployment**

Only 4% of respondents thought there was no minimum age requirement to deploy on a UN peace operation, while 10% thought there was no maximum age requirement. Of those respondents who thought there was an age requirement, minimum age was reported as low as 21 and maximum age as high as 48. Women thought the maximum age for deployment was 45, while men thought it was 48.

### **Confusion exists about the requirements for deployment**

Some respondents believed that requirements exist where they do not. Of those surveyed, 93% thought there was a personality or psychometric test, and 12% said a letter of recommendation was needed (women were more likely to report this requirement).

Others were unaware of some of the requirements. About 60% were aware of the disciplinary background requirement. Around 37% thought that a certain number of years in the police was required before they could be deployed and 24% thought that a certain rank was required. Around 47% thought there it was necessary to take a computer test.

### **Men and women believe that communication and interpersonal skills are important for deployment**

According to the survey, the skills and attitudes that staff recognize as essential are presented in Box 2.2.

**Box 2.2: Skills that staff recognize as essential**

|  |
|--|
| Ninety-nine and one-half % of the respondents thought it was important to work with peacekeepers from other countries.   |
| Ninety-nine and one-half % of the respondents believed that communication skills are important for deployment.           |
| Ninety-two % of the respondents believe that it is important to know the language of the host country.                   |
| Ninety-one % of women and men said that working with local men is important to the success of a peace operation.         |
| Eighty-eight % of men and 94% of women agreed working with local women is important to the success of a peace operation. |
| Around 89% said it is important not to have sexual relations with the local population.                                  |

When asked to rank the skills in terms of importance, the responses received are shown in Box 2.3.

**Box 2.3: Order of skills in terms of importance**

|     |   |
|-----|---|
| 65% | Communication                                   |
| 49% | Working with peacekeepers from other countries  |
| 41% | Speaking the local language                     |
| 34% | Combat and tactical skills                      |
| 25% | Not having sexual relations with the population |
| 22% | Working with local women                        |
| 20% | Working with local people                       |
| 17% | Speaking English                                |
| 12% | Driving skills                                  |
| 10% | Computer skills                                 |
| 1%  | Speaking French                                 |



## ISSUE AREA 3: Deployment Selection

MEDIUM  
PRIORITY

*The issue area on deployment selection explores whether women are prevented from deployment either because of a lack of information regarding deployment or because of a perception of the high risk they would face in a peace operation.*

The call to deploy to a peace operation is shared from the Ministry of Foreign Affairs to the international relations divisions of the Ministry of Interior and the Police Secretariat, which evaluate the request. If the call is approved, the information is forwarded to the police education and police planning divisions, which then issue a call for applications through a memo on institutional e-mails issued to each member of the police force.

Deployments to missions are voluntary on the part of the National Police of Uruguay and are a response to requests made by the UN. Requests are open to any member of staff, who can apply by sending information about themselves and details of their qualifications for the position. Candidates are selected according to UN and/or mission requirements.

### Summary of findings

#### OPPORTUNITIES

- Both men and women report a high degree of interest in deploying, with different motives. Women reported 'helping people' as the main motivation, while men reported 'income'.
- The selection process for deployment is relatively similar for men and women, and both groups reported believing that the process is merit-based.

#### BARRIERS

- Despite high motivation and interest in deployment, application rates are low. In addition, women, compared with men, are less likely to hear about deployment opportunities.
- There is a vicious circle in the selection process for deployment: given the UN's high standards for deployment and the limited number of available positions, there is no wide dissemination of opportunities to encourage all staff to apply. On the contrary, the dissemination of opportunities is often limited to the same small circle of people, a significant part of whom have already deployed.

#### GAPS IN PERCEPTIONS AND EXPERIENCE

- Staff's expectations do not correspond to institutional reality: deployment does not translate into professional advancement and does not impact favourably on the functional career of deployed staff.
- Despite reporting that the process is merit-based, some staff perceived that women were able to benefit from affirmative policies or actions.

## The findings in detail

### OPPORTUNITIES

#### Staff are motivated to apply for deployment opportunities in order to learn new skills, to serve or to advance their career

Of the respondents who had deployed, 57% did so to learn new skills, 53% to help people, 49% for the salary, 47% to advance their career, 20% to travel, 10% because they wanted an adventure, and 8% because a colleague had a valuable experience. Women are more likely to deploy to advance their career and with the aim of helping people.

When asked about the most important reason for their deployment, 39% of women said to help people, 26% to learn new skills, 22% to advance their career, and 13% for income. Of men, 32% said income was the most important reason, 28% to advance their career, 19% to learn new skills, 16% to help people, and 4% to travel.

#### Both men and women go through similar selection processes for deployment

Of the men and women who deployed, 12% said they were selected by their superiors, 69% said they were selected through an application process, and 12% said they were part of a FPU.

The majority of men and women are willing to discuss deployment opportunities with their supervisor. Around 80% of both men and women said they would be willing to approach their supervisor to find out more about deployment opportunities.

#### There is a lot of interest in deployment and redeployment

Among men and women who had previously deployed, 95% said they wanted to redeploy to another UN peace operation; 77% of men and women surveyed who had never deployed before wanted to do so.

#### Most staff believe that selection for deployment is based on merit

Of those surveyed, 78% of respondents believe that police officers are chosen for deployment because they have the right skills. Some 24% believed that others were chosen because they showed a lot of interest in peacekeeping (women were more likely to believe this, 28% of women and 20% of men). Of the people who applied but were not selected, 20% thought it was because they did not have the right skills and 24% thought it was because they did not meet the criteria. Of the people who were not selected, 7% thought it was because they did not have the right degree.

Ninety-two % of respondents said that there had been no exchange of favours to achieve deployment to a peace operation.

#### The waiting time to deploy is relatively short

The majority of respondents who had previously deployed waited less than six months to deploy. Around 8% waited one month between approval and deployment, 31% waited between two and three months and 31% waited between four and six months. Around 19% waited one year and 12% more than one year.

### BARRIERS

#### Deployment does not generate career advancement opportunities

According to the current regulations for promotion of police staff, deployment does not generate points or recognition within the police forces.

#### Gaps may exist in the dissemination of requests to deploy

Calls received from the UN are sent centrally to all units. However, the dissemination of the request varies once it reaches the units.

Men and women learn about peacekeeping opportunities mainly through institutional communication. Of both male and female respondents, 48% learned about UN positions through newsletters or magazines,

42% learned about UN positions through a mass email from the organization, and 9% learned about UN positions through an internal job board. Two % heard about peacekeeping opportunities on the radio, while less than 1% saw details about them on television.

### **Women are less likely to be aware of peacekeeping opportunities**

According to the survey, only 49% of women have heard of opportunities to deploy to UN peace operations, compared with 68% of men. However, when women do hear about peace operations, this information is more likely to have been passed on directly among colleagues (42% of women compared with 29% of men).

### **Lack of information about peace operations opportunities prevents staff from applying**

The majority of respondents (74%) say that there is a standardized selection process for UN operations. However, 25% of those who did not apply for a UN peace operation said the reason was because they did not have enough information, or because they were not aware of it. Of those surveyed, 31% said they were not aware of existing opportunities.

### **Numbers of deployment applications are low**

Of the sample, only 14% of respondents who had applied for deployment had been rejected. A substantial proportion of the sample reported that they had not yet applied for deployment.

### **Despite women's limited participation in peace operations, the institution has not conducted awareness-raising campaigns to promote their participation**

Few posts are advertised for police staff to take part in peace operations. For this reason, the National Police of Uruguay does not have a statistically high level of participation in peace operations. Historically, the National Police of Uruguay has complied with requests received from the UN, generally summoning the number of volunteers required to meet the request. For this reason, no specific efforts or strategies have been launched to increase participation in missions.

The only exception was the call for women to go to Guatemala and contribute to reaching the UN's proposed quota of women for the operation.

### **Some respondents believe that there is discrimination in the selection process**

Of the women respondents whose applications for deployment were not successful, 17% thought it was because their superiors chose someone else they knew personally and 7% thought they chose someone to whom they owed a favour.

While 2% of the women surveyed believed that they were not chosen because they were women, 6% of them thought that men were chosen because they were men. Meanwhile, 1% of men think they were chosen because of their sex.

### **Staff mostly do not find the recruitment process for deployment to be fair**

Of those surveyed, 3% thought the peacekeeping recruitment process was very fair and 32% thought it was fair; 6% thought the process was very unfair, 23% thought it was unfair, and 36% were neutral (neither fair nor unfair). The responses of men and women were not significantly different.

### **Men and women do not believe that women are favoured for peace operation deployments**

About 88% of respondents said that women are not favoured when it comes to selecting people to deploy in a peace operation. However, in terms of the institution's own dynamics, 48% of respondents (including women) said that women are sometimes favoured for positions and promotions just because they are women. Women and men were equally likely to say this.



## ISSUE AREA 4: Household Constraints

LOW  
PRIORITY

*The issue area of household constraints explores how care responsibilities in the household, for example caring for children, older people, or people with disabilities, impact women's ability to deploy to peace operations compared with men. The issue area also explores whether social pressure is felt by those with caring responsibilities who wish to deploy.*

Uruguay is one of the countries in Latin America whose national care system promotes public policies aimed at addressing the needs of older people, dependent people, children and adolescents, and people with severe disabilities.<sup>24</sup> The scope and coverage of this system is considerable and comparatively larger than in other countries in the region. However, there is still a gender gap in the division of care work in the country, which impacts on women's participation in different sectors.<sup>25</sup> The security sector is no exception.

### Summary of findings

#### OPPORTUNITIES

- The institutional infrastructure (policies and benefits), as well as the national care infrastructure, supports the care responsibilities of staff, especially those linked to parenting.
- The request for and use of care-related leave (maternity/paternity), etc. is granted according to police regulations.
- Staff are open to discussing family issues with their superiors.

#### BARRIERS

- Family deployment is not an option available to staff who deploy, and the care infrastructure does not meet their deployment needs; therefore, most people rely on family members and a network of people to take on this work.
- Deployment age is a double challenge for women. On average, women deploy when they have accumulated the required experience (31 years). However, they would prefer to deploy later, when their children are older, or before they have them, and they would also prefer to deploy for shorter periods.
- Work and deployment policies do not include flexible working hours, subsidized holidays, or housing benefits, which negatively impacts on the participation of primary caregivers.

#### CROSS-CUTTING ISSUE AREAS

- Staff, but especially women, fear being judged by those close to them if they deploy when they have caring responsibilities, due to the persistence of gender stereotypes related to mothers' roles in care and the home. In addition, women report feeling disincentivized to deploy when they are the primary caregivers.

<sup>24</sup> Ministry of Social Development, *Sistema de Cuidados*, available at: [www.gub.uy/sistema-cuidados/](http://www.gub.uy/sistema-cuidados/).

<sup>25</sup> CEPAL, *Brechas de género en los ingresos laborales en el Uruguay*, 2020, available at: [www.cepal.org/sites/default/files/publication/files/45792/Brechas-degeneroUruguay\\_es.pdf](http://www.cepal.org/sites/default/files/publication/files/45792/Brechas-degeneroUruguay_es.pdf).



## The findings in detail

### OPPORTUNITIES

#### Institutional infrastructure is in place to support the care responsibilities of police staff

The DNASSP (National Directorate of Police Assistance and Social Security) was established in 2015 (Law No. 19.315 of 18 February 2015) with the aim of 'providing comprehensive protection to ensure, as far as possible, the bio-psychosocial well-being of active staff, retired persons, pensioners and their families'. The DNASSP focuses on 'guaranteeing a network of quality health services, with emphasis on the particular health risks associated with police work, in a framework of inter-institutional cooperation, promoting and serving the coverage of contingencies and social security benefits'.<sup>26</sup>

#### A national care system is in place

Parents use the national extended care system. About 36% of children aged nought to three attend early childhood centres, rising to 90% of children aged four to five (according to data from the 2011 census). They then enter the national education system, which is free of charge, widespread, and of good quality.

There is a Police Social Protection Fund whose objective is to 'organize social assistance for active and retired police staff and their families, through the creation of agreements with different institutions related to homes for the elderly, day care centres for children, centres for the disabled, etc.'.

#### Paternity leave is mandatory

Fathers receive a mandatory 10-day paid paternity leave. However, there is a perception gap on the part of staff: around 91% of respondents, men and women in equal proportions, said that while they knew that paternity leave existed, they did not believe it was paid.

#### Maternity leave is mandatory

Maternity leave is compulsory and mothers are granted 14 weeks of paid leave. Upon their return, mothers work part-time, which may be extended on medical advice if they continue to breastfeed their child.

Women are more likely to be aware of compulsory maternity leave. Around 95% of women were aware of a maternity leave policy, compared with 90% of men. Around 5% of men and 1% of women thought that maternity leave was unpaid.

#### There is a leave policy, both paid and unpaid

Annual police leave is 30 calendar days, but holiday pay is not granted (the public sector does not have this benefit). According to the regulations, extraordinary leave can be taken for a maximum of one year without pay. Annual leave in the private sector is 20 working days and holiday pay is provided.

#### Taking leave is standard practice in the police force

Around 60% of the respondents have taken at least one leave of absence; 23% of men and 32% of women surveyed took one period of; 20% of the men and 18% of the women took two leaves of absence; 5% of men and 7% of women took three leaves of absence, and 11% of the men and 8% of the women said they took four or more leaves of absence.

Around 69% of women took maternity leave, 42% for sickness, 7% for family reasons, and less than 1% for caring for the elderly. Of the men who took leave, 78% took leave for paternity, 35% for sickness, 10% for family, and none for elderly care.

#### Neither women nor men believe that deployments affect parenting

Most men and women believe that deployment to a UN mission does not affect, or interfere with, parenting responsibilities. On average, 99% of respondents believe that men who deploy on a UN peace operation can be good fathers and 98% believe that women who deploy on a UN peace operation can be good mothers.

### **Most staff believe UN deployment pay is sufficient**

Around 69% of respondents said that the salary received from UN peacekeeping deployments was sufficient to run their household.

### **Most men and women are willing to discuss family issues with their supervisor**

Around 71% of respondents said that they were willing or very willing to talk to their supervisor about family problems that affect their performance.

### **There is obligatory time off during UN peace operations**

The UN mandates time off for deployed persons. In the case of CICIG, this was 20 days per year.

## **BARRIERS**

### **Fear of 'being judged' discourages deployment**

About 21% of men and women (with caring responsibilities) surveyed feared the judgement of their family if they deployed to a UN peace operation.

When asked if there is family or social stigma associated with deployment, women were identified as the main victims: 84% of men and 92% of women responded that women with children would face family and social stigma. Only 39% of male and female respondents said that fathers would also face this stigma.

### **Deployed persons rely on extended family for care**

If a staff member is unable to care for their children, it is usually grandparents who take on the responsibility. About 76% of respondents, men and women in equal proportions, said that extended family members took care of their household, including caring for children and the elderly, while they were on deployment.

### **Lack of nursery/care infrastructure for staff on deployment or at the peacekeeping training centre**

Only 23% of male and 7% of female respondents said that nurseries/subsidized care were available for policemen and policewomen in the country while on deployment. Similarly, only 4% of the women and none of the men said that nurseries were available at the peacekeeping training centre.

### **Men and women believe they should have emotional support from their partners**

About 93% of men and women agree or strongly agree that a man should have the support of his family before deploying to a peace operation. In equal proportions, 93% of men and women believe that a woman should have the support of her family before deploying to a peace operation.

### **Family deployment is not an option**

In Guatemala and Colombia, staff have the option to deploy with their families if they wish to do so, and UN police staff usually stay in rented flats at their own expense. However, according to interviews, this practice is neither common nor widespread: most deployed staff leave their family behind in Uruguay, with only 2% of respondents saying that family deployment was an option for UN peace operations.

### **Housing is not available for most staff**

UNPOL police officers often rent flats. This is reflected in the response of 71% of male and 56% of female respondents who said that the police do not provide housing for families in Uruguay when deployed in a UN peace operation.

About 79% of men and 69% of women also said that the police do not provide subsidized housing for staff and their families.

### **Holidays are not subsidized**

Staff are required to use holiday days and time off to see their family under a scheme called 'paid time off'. Around 78% of the men and 55% of the women surveyed stated that they could take/request leave to visit family or receive family visits. However, this time is not subsidized.

This is consistent with the survey results, where 76% of respondents said there were no subsidies, 22% reported that there were adequate subsidies for leave during deployment, and 2% said that subsidies were inadequate.

### **Police officers do not have flexible working hours**

Police officers lack flexible working hours.

### **It is not common for families to hire care providers**

In Uruguay, 13% of women are employed as domestic workers.<sup>27</sup> However, of those surveyed, only 1% reported that a nanny or domestic worker was the main care provider in their household. Hiring care providers, such as nannies or domestic workers, may be common for high-income families, but less so for middle- and low-income families.

### **Women are the main providers of care, which discourages them from applying for deployment**

Around 31% of women versus 19% of men surveyed said that family considerations discouraged them from applying for a UN peace operation.

Dual-income families are common in Uruguay. Around 44% of women who live in a household alone or with another partner work. Moreover, according to official data, one in four households in Uruguay is financially supported by women (30%). In 2018, 46% of the workforce in Uruguay were women. In contrast, men who take on a domestic role generally do so due to unemployment.

According to the survey, 5% of respondents said that the father was the main caregiver and 42% said that both mother and father were equal caregivers; however, the differentiated responses reveal that women are less likely to report an equal sharing of care: 52% of men mentioned that both mother and father were equal caregivers, compared to 33% of women.

This has an impact on selection for deployment. For example, 6% of women think that male police officers are chosen for deployment because they have no family, while less than 1% of men think the same.

### **Women are less likely to participate in in-service training during leaves of absence**

A primary barrier concerns the periods of time when training takes place. Academic training in the police force, including both the promotion courses and other knowledge-related courses, normally takes place from March to February or in periods that do not coincide with summer leave, the time when staff generally take leave.

Usually, the offer of training (for promotion) is ongoing and has no time limit. However, only 17% of male and 9% of female respondents who took leave said they were offered and accepted in-service training during their leave. In similar proportions, 18% of male and 6% of female respondents said they were offered in-service training during leave and did not accept it.

These percentages reflect why women are more likely to feel that they have missed opportunities during leave. Around 26% of women feel that they have missed opportunities for career advancement during leave, while only 8% of men report the same.

### **Lactation spaces and facilities are lacking**

Labour legislation in Uruguay established in 1954 that every woman has the right to take one hour a day during working hours to nurse or express milk, and that this hour is paid. Since 2017, it has also been mandatory for public and private institutions to dedicate a space for this purpose, commonly referred to as a 'lactation room'. However, only 7% of respondents said there were adequate arrangements for lactation and 3% said that even if there were arrangements, they were not adequate. Some 91% of respondents reported that there was a lack of conditions and facilities at work for lactation.

### **Women are deployed six years later than what they consider the 'ideal' or preferred age**

According to the survey, women believe that the ideal age to deploy on a first UN mission is 25. However, the women surveyed deployed for the first time when they were on average 31 years old.

27 General Counsel on Social Security, *Trabajo Doméstico Remunerado en Uruguay*, Comentarios de Seguridad Social No.60, second quarter 2018, available at: [www.bps.gub.uy/bps/file/15368/1/60.-trabajo-domestico-remunerado-en-uruguay.-actualizacion-2018.pdf](http://www.bps.gub.uy/bps/file/15368/1/60.-trabajo-domestico-remunerado-en-uruguay.-actualizacion-2018.pdf).

### **There are differences of opinion between men and women about how old their children should be at the time of deployment**

Respondents believe that children should be almost seven years old when their father deploys and that they should be nine years old when their mother deploys. Men responded that mothers should deploy when their children are 8.4 years old and women responded that they should deploy when their children are 9.5 years old.

### **Women would prefer to deploy for less time**

According to the information collected from the surveys, the average length of deployment is six months, although female respondents said they were deployed for 16 months and male respondents said they were deployed for 21.4 months. This is partly because some respondents had been deployed for longer than 24 months, which raises the overall average.

However, when asked what the ideal length of a deployment was, men responded 9.5 months versus 8.8 months for women.

### **More clarity is needed on the deployment process**

It is unclear how long it takes before a person deploys once they have been selected. This depends on the mission and the location of the test.

### **Peace operations are not very important events in the lives of staff**

When asked to class eleven life events from most important to least important (including marriage, getting a job, being promoted, having children, and deploying to a peace operation), women were less likely than men to rank peace operations as important.



# ISSUE AREA 5: Peace Operations Infrastructure

HIGH  
PRIORITY

*Issue area 5 on infrastructure in peace operations assesses whether the lack of adequate equipment and infrastructure prevents women from deploying to peace operations.*

It is important to note that this issue area has been interpreted with reservations in terms of representativeness due to the survey's small sample size of people deployed. However, the value of anecdotal evidence merits consideration by the institution as it accounts for the gaps that persist between the infrastructure of operations ('what should be in place') and the experience reported by staff.

The experience of deployment for police is, moreover, unique. Police staff who deploy tend to do so out of self-interest, without formal recognition of their career and without being part of a contingent as such. Unlike the armed forces, the police must manage the per diem they receive to access basic necessities such as housing and food, which entails a cost of opportunity and a cost of access to adequate infrastructure.

## Summary of findings

### OPPORTUNITIES

- Health services were generally accessible to a majority of deployed people and were recognized as important.

### BARRIERS

- Training provision is limited given the lack of a national peace operations training academy for police. In addition, women are less likely to receive peace operations training.
- Those deployed receive different equipment depending on their deployment process. In addition, women report that they do not receive menstrual products in their kit.
- Women were more likely than men to report not having access to adequate sanitary and sleeping facilities while on mission.

## The findings in detail

### OPPORTUNITIES

#### Uniforms are appropriate, but not specifically made for women

Men and women wear the same uniform, which is the official uniform of the institution. About 84% of both men and women said that their uniforms for deployment fit their body, even if they are not specifically made for men or women.

#### Men and women have access to contraceptive methods during their assignment

An average of 73% of male and female respondents said they had access to contraceptive methods while on mission. Around 29% of men said they had no access to them, while 71% said they had adequate access; 80% of women said they had adequate access and 20% said they had inadequate access to them.

#### Women and men benefit from health services while on mission, although they perceive different levels of access

Arrangements for health provision are made in accordance with UN manuals. UNPOL officers should have access to health, gynaecological, and reproductive care. If they need specialist care, they can also attend hospitals that the mission considers to be of an appropriate standard.

However, police staff who have deployed report varying levels of access to health services:

- All male respondents and 80% of female respondents who had previously deployed had access to adequate general health care while on mission.
- About 80% of male and all female respondents had access to mental health care while on mission.
- About 71% of male and 80% of female respondents reported having access to adequate reproductive health care; 20% of women said they had access to reproductive health care but that it was inadequate, and 29% of men said they did not have access to reproductive health care.

### BARRIERS

#### Women are less likely to be trained for peace operations at home and abroad

While most police staff have not received full peacekeeping training, women are even less likely to be trained.

According to the survey, 12% of men had received peacekeeping training in Uruguay, compared with only 5% of women; 6% of men had received peacekeeping training outside Uruguay, compared with 2% of women.

#### There is no national peacekeeping training academy for police officers

The National Directorate of Police Education 'Juan Carlos Gómez Folle' is the main training centre for the National Police in Uruguay.

Staff who deploy on missions would previously attend their pre-deployment courses at the Police Peacekeeping Operations Instruction and Training Centre (CICAME is the acronym in Spanish), which was established on 1 January 1996.<sup>28</sup> In 2009, Uruguay was the country with the largest presence of police officers in peace missions who had been trained at CICAME, which is now the Department of International Relations of the DNP.<sup>29</sup>

Since then, the courses have been held at ENOPU, which functions as a training centre for military, police, and civilians.

28 RESDAL, Chapter 25 *Defensa y comunidad nacional e internacional* in Atlas Comparativo de la Defensa en América Latina y Caribe, 2010, available at: [www.resdal.org/ebook/AtlasRESDAL2010/print/page291.pdf](http://www.resdal.org/ebook/AtlasRESDAL2010/print/page291.pdf).

29 Office of the President of the Republic, Planning and Budget Office, *Tomo VI - 1 "Estados Demostrativos de Resultados. Año 2008* in Proyecto de Rendición De Cuentas 2008 Período de Gobierno: 2005 – 2009, available at: [www.gub.uy/ministerio-economia-finanzas/sites/ministerio-economia-finanzas/files/documentos/publicaciones/Tomo%20VI%20Estados%20Demostrativos%20de%20Resultados.pdf](http://www.gub.uy/ministerio-economia-finanzas/sites/ministerio-economia-finanzas/files/documentos/publicaciones/Tomo%20VI%20Estados%20Demostrativos%20de%20Resultados.pdf).

### **Women are less likely to have access to an adequate bathroom and a dedicated bedroom during deployment**

About 60% of women said they had access to adequate toilets during deployment and 80% had adequate sleeping quarters during the mission. All male respondents who had been deployed had access to adequate toilets and 95% had access to adequate sleeping quarters; 68% of respondents were able to close their bedroom door during the mission.

It is important to mention that police officers who deploy often procure their own housing during deployment. While this implies that each individual chooses where to live, DNPG staff indicated that the per diem provided by the UN, as well as the way it is administered, tends to encourage savings by those deployed. This behaviour could result in staff choosing cheaper yet less suitable housing.

### **Women do not receive menstrual products while on mission**

None of the women surveyed who had been deployed received menstrual products as part of their equipment while deployed in a UN peace operation.



# ISSUE AREA 6: Peace Operations Experiences

LOW PRIORITY

*The issue area on peace operations experiences assesses the impact of the (positive and negative) experiences of staff during deployment on women's decisions to redeploy or not, and whether they encourage or discourage others from deploying.*

It is important to bear in mind that this issue area has been interpreted with reservations in terms of representativeness due to the survey's small sample size of people deployed. However, the value of anecdotal evidence is worthy of consideration by the institution as it accounts for the gaps that persist between 'what should be' and the actual experience reported by staff.

## Summary of findings

### OPPORTUNITIES

- Both men and women report high levels of satisfaction with the deployment experience, citing that they contributed to the mission objective.
- Staff report a good match between the role they take on in mission and the competencies required to perform it.
- Staff socialize informally within the mission and with the local population. Women socialize more than men with their mission colleagues.

### BARRIERS

- There are few formal associations, groups, and teams within the institution and during deployment where women can participate.
- Women reported encountering twice as many problems as men while deployed.
- Staff felt constrained by the limited mobility they had on mission. Women also had a higher perception of insecurity during the mission and felt less respected.
- The lack of UN support for reintegration was highlighted by both men and women.

### CROSS-CUTTING ISSUE AREAS

- Most men and women witnessed inappropriate jokes during deployment.
- Women reported being criticized more frequently than men for being 'emotional'.
- Men reported more instances of harassment than women.



## The findings in detail

### OPPORTUNITIES

#### Both men and women consider their role in the mission to be in line with their competencies

According to the FFF, women carry out the roles assigned to them by the mission. Around 96% of the men and women surveyed consider that their role in the mission is mostly in line with their skills.

#### Men and women often socialize with each other during deployment

About 62% of the men and women surveyed (57% of the men and 80% of the women) went out socially with their mission colleagues on a daily basis. About 24% of men socialize with other peacekeepers once a week; 20% of female respondents and 5% of male respondents socialized once every two to three weeks; 15% of men socialized once a month or every few months.

#### Men and women interact equally with the local population during deployment

Around 96% of the men and women surveyed who had been deployed said they interacted with the local population on a daily basis; 4% interacted with the local population once a week.

#### Most men and women are satisfied with their experiences in UN peace operations

Of men and women, 24% strongly agreed and 76% agreed that they helped to improve peace and security in the host country of the peace operation in which they were deployed. Around 39% strongly agreed and 61% agreed that they helped fulfil the mandate of the peace operation.

#### In general, respondents believe that they are treated with respect in UN peace operations

About 52% of respondents thought that they were treated with respect in UN peace operations, 14% thought that local national staff, the local civilian population, and older/senior staff were treated with less respect. About 10% thought that civilians in the mission, ethnic minorities, and people from developing countries were treated with less respect.

#### Staff do not face or do not think they will face problems with friends, finances, or rumours upon return

Among staff who had not deployed, 2% thought they might have problems with their friends on their return. None of the respondents who had deployed said this was a problem.

Of those who had not deployed, 4% said they might face financial problems and 5% mentioned rumours as a challenge upon their return. There is no difference between the responses of men and women, nor between staff who have and have not deployed.

#### Staff do not face or do not believe they will face professional problems upon their return

Among the respondents, 1% thought that losing their rank would be or was a problem, 3% said they became or would become unsympathetic to their colleagues, 4% suffered from boredom, 9% said there were problems accessing opportunities, and 7% said there were problems redeploying. There was no difference between the responses of men and women or between staff who had or had not deployed.

## BARRIERS

### Most of the men and women deployed do not have access to a vehicle

Of the deployed persons surveyed, 60% did not have access to a vehicle when they wanted it during the mission; 20% of women had access to a vehicle and 35% of men had access to a vehicle.

### Almost half of the deployed staff cannot leave the compound/base when they wished to do so

Around 52% of men and women said it was possible to leave the base/complex whenever they wanted and 54% said they did not need an escort when leaving the compound/base.

### Most of the women deployed do not participate in a women's networking group or mentoring programme

Only 13% of the women surveyed participated in a women's networking group or mentoring programme while in the peace operation.

### Nearly half of women feel insecure during deployment

Among both men and women, 8% strongly agreed and 42% agreed that they felt insecure at least once during a deployment in a UN peace operation; 40% of women and 19% of men reported experiencing problems of insecurity due to violence.

### One in five women feel less prepared for deployment

Of the male and female respondents who had been deployed, 31% felt very prepared for the peace operation and 58% felt prepared. Around 10% of men felt partially prepared and no women felt that way, while 20% of women felt unprepared and no men felt unprepared.

### Women report having twice as many problems as men during deployment

On average, women reported having 2.4 problems and men 1.6 problems.

All female respondents experienced at least one problem; those most frequently mentioned are shown in Box 6.1.

#### Box 6.1: Problems most frequently mentioned by female respondents who had been deployed

|     |                           |     |                         |
|-----|---------------------------|-----|-------------------------|
| 60% | Homesickness or nostalgia | 20% | Financial problems      |
| 60% | Food-related problems     | 20% | Health related problems |
| 20% | Victim of a crime         | 20% | Road traffic accident   |

Almost a third of men reported having no problems. Those who did report having problems mentioned those shown in Box 6.2.

#### Box 6.2: Problems most frequently mentioned by male respondents who had been deployed

|     |                              |     |   |
|-----|------------------------------|-----|---|
| 38% | Homesickness or nostalgia    | 10% | Problems with staff from other countries            |
| 24% | Food-related problems        | 5%  | Road traffic accident                               |
| 24% | Conflict with host community | 5%  | Relationship problems with mission staff            |
| 14% | Financial problems           | 5%  | Relationship problems with someone from own country |

### Staff believe that deployment will cause problems with their family

Of those respondents who had deployed, 35% experienced problems in their personal relationships, either with their children (8%), with their spouse (8%), or with other family members (8%).

Respondents who were not deployed were more likely to think they might face problems with their children (26%). Also women who had not deployed thought they would be more likely to have problems with their children (31%) than with their spouses (9%). Men were less likely than women to think they would have problems with their children (19%) and more likely to think they would have issues with their spouse (14%).

### Staff fear health problems due to deployment

While only 4% of deployed staff reported mental health problems and 4% physical health problems, among non-deployed staff, 17% believed they would have mental health problems and 13% physical health problems.

### Women feel less respected during deployment

Around 40% of respondents said women were treated with less respect in UN peace operations, compared with 6% of men.

### Most men and women witnessed inappropriate jokes while deployed

According to the survey, 43% of men and 20% of women never heard or witnessed inappropriate jokes of any kind during their deployment. Those who did witness them report hearing alleged jokes of the types shown in Box 6.3.

**Box 6.3: Types of jokes reported**

| Type                  | Percentage | Type                     | Percentage |
|-----------------------|------------|--------------------------|------------|
| Physical appearance   | 35%        | Mockery for being female | 19%        |
| Sexual orientation    | 35%        | Mockery for being male   | 4%         |
| Race or ethnic origin | 27%        | Socio-economic class     | 15%        |
| Age                   | 19%        |                          |            |

### Most staff feel that there is preferential treatment for reasons other than merit

Of the respondents, 66% said they had seen a colleague being favoured due to an existing friendship, 42% due to shared interests outside work, 41% due to being male or female, 34% due to family relations, 8% due to geographic origin, 3% due to ethnicity or race, and 3% due to religion. Around 25% of respondents had not seen their colleagues being favoured for any of these reasons; 46% said these experiences occurred during a peacekeeping deployment.

### Most of the men and women do not receive formal reintegration assistance after deployment

Of the men and women surveyed, 4% of them said they received assistance to reintegrate after deployment from a formal police programme; 4% received help from a supervisor; 31% received help from colleagues. None of the respondents received assistance from the UN. However, the majority of deployed staff received help to reintegrate from informal sources. Around 77% received help from their family and 27% from friends. All female respondents said they had received help from their families, compared with 71% of men.

### Positive experiences of other staff do not motivate others to request deployments

Only 8% of respondents who had applied for a UN peace operation said they had done so because a colleague had had a good experience.

### **One in six members of staff believe they missed opportunities because they were deployed**

Of staff who had deployed, 15% said that they had missed opportunities while deployed. Men and women were equally likely to say this.

### **Men experience more types of harassment while deployed**

Of those surveyed, 65% of respondents did not experience harassment while deployed on a UN peace operation; 19% received criticism for not fulfilling their family duties, 15% received unwanted text messages, 15% had photos shared of themselves involuntarily, and 12% experienced insults. On average, men experienced 1.3 types of harassment and women experienced 0.8 types of harassment.

### **Women are more likely to be criticized for being too emotional**

Of the men and women surveyed, 23% were criticized for their level of knowledge on a certain subject, 22% for the way they speak, 16% for being too emotional, 9% for being too aggressive, and 7% for the way they dress. Women were more likely to be criticized for being too emotional; 22% of women were criticized for being too emotional, and 10% of men were criticized for being too emotional. Around 44% of women and 58% of men had never been criticized for either of these reasons. However, only 14% experienced such criticism during a peace operation.

### **Negative stories affect deployment decisions**

Around 15% of male and female respondents heard of men who had had negative experiences in a UN peace operation; 5% of men and women heard about women having negative experiences in a UN peace operation. Of those who heard negative stories about men, 15% said that these stories affected their decision to deploy or redeploy. Of those who heard negative stories about women, 22% said these stories affected their decision to deploy or redeploy.



# ISSUE AREA 7: Career Value

MEDIUM PRIORITY

The issue area of career value measures whether peace operations assist in the career advancement of police staff. This, in turn, impacts on the likelihood of men and women deploying and redeploying. Women who have deployed may choose not to redeploy if it is not advantageous to their career advancement.

In this issue area, there were no significant differences in the responses of men and women. Therefore, the opportunities and barriers described below should be interpreted as general barriers to participation in peace operations.

## Summary of findings

### OPPORTUNITIES

- Staff feel that deployment brings value, or advances their careers, in different ways. The same expectation is held by staff who are interested in deploying. The incentive to join is lower for women than for men.

### BARRIERS

- Deployment is not an institutional priority for the National Police nor does it formally contribute to the professional advancement of staff.
- Institutional and media recognition given to those who have been deployed is low.

## The findings in detail

### OPPORTUNITIES

#### Most staff believe peace operations advance their careers

Of those surveyed, 63% said that deployment to a peace operation contributes to career advancement significantly, 17% said this happens to some extent, and 8% were neutral. Around 7% believe that deployment does not advance their career very much and 5% said it does not contribute to career advancement.

The ways in which deployed personnel perceived career advancement are shown in Box 7.1.

**Box 7.1: Forms of career advancement perceived by deployed staff**

| Perceived effect         | Percentage | Perceived effect                                 | Percentage |
|--------------------------|------------|--|------------|
| Received an extra salary | 96%        | Made new friends or strengthened social networks | 72%        |
| Developed new skills     | 88%        | Were promoted                                    | 8%         |

**Box 7.2: Expectations of career advancement among those who have not been deployed**

| Percentage | Expected effect                                | Percentage | Expected effect    |
|------------|--|------------|--------------------|
| 73%        | Receive an extra salary                        | 51%        | Career advancement |
| 84%        | Develop new skills                             | 14%        | Promotion          |
| 46%        | Make new friends or strengthen social networks |            |                    |

Women were less likely to say that the extra salary was a benefit (79% of men and 70% of women). Of those respondents who did not apply to deploy to a UN peace operation, only 1% said it was because the missions do not help their careers.

The latter is important, as participation in deployments does not generate points or merit in the formal promotion scheme. Therefore, it would be relevant for the institution to analyse the reasons why expectations and perceptions of promotion are still linked to deployment.

### **Peacekeepers receive recognition from their communities**

Among the respondents who had deployed, 27% received recognition from their communities, neighbourhood, and friends. However, 19% of respondents said they had not received any recognition.

## **BARRIERS**

### **Peace operations are not a priority area for the police**

Peacekeeping is not part of the main scope of police functions in Uruguay. For this reason, sending police to peace operations is not a priority area for the Uruguayan government.

The country's foreign policy is particularly oriented towards multilateral directives and considerations. In cases of natural disaster, disease, conflict, or elections within Uruguay, police are not repatriated.

### **Most peacekeepers are not recognized by the police, the government, or the media**

Among the respondents who had deployed, 19% received recognition from the police upon their return, 4% received recognition from the government, and 8% received recognition from the national media.



## ISSUE AREA 8: Top-down Leadership

LOW  
PRIORITY

*The issue area of top-down leadership explores the impact of the political will (or lack thereof) of those in influential positions on the deployment of women and their meaningful participation in peace operations.*

The findings in this area, mostly positive, illustrate the importance of developing an institutional infrastructure to implement the institution's gender commitment and objectives.

### Summary of findings

#### OPPORTUNITIES

The National Police has developed a framework and/or institutional infrastructure for gender mainstreaming, which:

- upholds commitment to gender equality through gender-specific departments and units;
- nurtures political will to increase women's participation through specific targets and commitments;
- builds leadership capacity on gender issues;
- recognizes the trajectory of pioneering women in the institution; and
- supports service under women's leadership in peace operations.

#### BARRIERS

Wide gaps exist in gender equality training:

- It is not part of the core training curriculum.
- Not all those deployed receive gender-specific training prior to deployment.
- Women have on average completed less training than men.
- Staff are mostly unaware of UNSCR 1325.

### The findings in detail

#### OPPORTUNITIES

##### The institution has a gender unit

Currently, the DNPG (National Directorate for Gender Policy) is the lead body for gender-sensitive public policies; its tasks include not only training and counselling, but also the design and implementation of gender-sensitive security policies at the national level. This unit constantly holds various workshops, courses, and training programmes, and develops policies for the integration of women into the labour market as well as for their retention throughout their careers.<sup>30</sup>

In addition to the DNPG, the police forces of Uruguay have specific gender units, such as:

- the Permanent Commission for Sexual Harassment Issue within the Ministry of Interior with national jurisdiction, reporting hierarchically to the Minister and technically to the DNPG;
- the Gender in Health Service of the National Directorate of Police Health; and
- the Gender and Diversity Department of the National Rehabilitation Institute (INR), created in 2018, which evolved from the Gender Commission that had been operating since 2012. It reports technically to the DNPG and hierarchically to the Technical Sub-Directorate of the INR.

<sup>30</sup> Ministry of Interior of Uruguay, División Políticas de Género, available at: [www.minterior.gub.uy/index.php/component/content/article/2-uncategorized/93-division-politicas-de-genero](http://www.minterior.gub.uy/index.php/component/content/article/2-uncategorized/93-division-politicas-de-genero).

Their objectives include:

- contributing to the Prison Management System via gender and diversity sensitive indicators;
- monitoring the most vulnerable groups within the context of imprisonment (women deprived of liberty with dependent children, migrant population, transgender people, etc.);
- socio-educational and employment interventions aimed at trans and non-hetero-conforming people;
- training and awareness-raising with a Human Rights, Gender and Diversity perspective;
- monitor issues of GBV among staff and also among the local population;
- participation in the Women's Round Table for persons deprived of liberty; and
- developing programmes in conjunction with NGOs.

Within the National Directorate of Police Assistance and Social Security (DNASSP) is the Gender in Health Service, whose objectives are to:

- promote gender equality in DNASSP's policies;
- integrate the perspective of human rights and gender, sexual, functional, ethnic-racial diversity; advise in all those instances where required, integrating workspaces with the directorates/ departments;
- promote substantive equality in accessibility and attention to users, considering the diversity of each population group; and
- monitor and manage data.

### **Policies are in place to integrate a gender perspective into Uruguay's police forces and national security strategy**

Gender mainstreaming in the National Police of Uruguay is led by the Ministry of Interior through the DNPG. The policies that favour or promote gender mainstreaming are Public Security, Management and Human Development policies,<sup>31</sup> whose objectives are to:

- generate knowledge about domestic and gender-based violence in order to advise the authorities of the Ministry of Interior on the mainstreaming of the gender perspective in the design, development, and evaluation of public security policies;
- integrate and strengthen the gender perspective, contributing to the design, elaboration, and evaluation of a comprehensive policy that provides effective responses for the prevention, detection, and eradication of domestic and gender-based violence, in coordination with other state and civil institutions; and
- contribute to and promote the professionalism of Ministry of Interior staff, incorporating the gender perspective into human management policies.

The national security strategy, although not in a publicly available format, contemplates, according to the DNPG, the participation of the agency in different inter-institutional spaces such as the National Consultative Council for a life free of violence against women, the National Gender Council, the National Council to Prevent and Combat Trafficking in Persons and Exploitation of Persons, and the Inter-institutional Commission to Follow-up the Programme of Verification Devices for Persons (ankle monitors), among others.

### **Willingness exists to increase the number of women in peacekeeping**

At the time of writing, no national security strategy included a formal commitment to increase the number of women in peacekeeping. The country was in the early stages of developing a National Action Plan on UNSCR 1325 on WPS, which is currently being amended and endorsed by the institutions involved. However, as part of the Elsie Initiative Contact Group, Uruguay has stated that it 'will continue to work to deploy more women in peace operations and to this end is working to identify possible barriers to greater participation of women in peace operations'<sup>32</sup>.

31 Virtual Gender Space, National Directorate of Police Education, available at: [www.enp.edu.uy/index.php/catedra-de-genero-1](http://www.enp.edu.uy/index.php/catedra-de-genero-1).

32 Ministry of Foreign Affairs of Uruguay, Press Release No. 112/20, *Mujeres, Paz y Seguridad: Conmemorando los 20 años de la Resolución 1325 del Consejo de Seguridad de la ONU*, available at: [www.gub.uy/ministerio-relaciones-exteriores/comunicacion/comunicados/11220-mujeres-paz-seguridad-conmemorando-20-anos-resolucion-1325-del](http://www.gub.uy/ministerio-relaciones-exteriores/comunicacion/comunicados/11220-mujeres-paz-seguridad-conmemorando-20-anos-resolucion-1325-del).



## The institution's leadership is trained on gender issues

All police staff have access to training and awareness-raising courses and workshops related to gender, including topics such as domestic and gender-based violence, sexual crimes against children and adolescents, trafficking, smuggling and exploitation of persons, femicide, sexual diversity, empathetic and violence-free coexistence, and new masculinities.<sup>33</sup>

In 2014, an Inclusive Language Guide was produced. The language of documents, resolutions, press releases and so on issued by the Ministry of Interior was analysed and written from a gender perspective, and the guide was publicly launched in 2015.<sup>34</sup>

Continuing with the production of materials, in 2016 a Practical Guide for Police Training on the subject of diversity "Why integrate a gender and sexual diversity approach in security policies?" was developed, which is in force but is currently being evaluated and redesigned in accordance with the current regulations and guidelines.

In 2017, research was carried out on femicides at the hands of their partners/ex-partners. This was presented at a press conference in booklet format.

## Senior managers have access to gender advisers

The DNPG takes the lead on gender equality issues, including gender advisories. Through these, senior officers receive support from the DNPG to 'contribute to the design, evaluation and monitoring of institutional policies with a gender perspective; promoting strategies for equal opportunities and rights for men and women by advising, assisting and accompanying the Chiefs of the National Police of Uruguay, the National Directorates and in continuous coordination with other institutions linked to the issue'.<sup>35</sup>

## There are women pioneers

Among the pioneering women highlighted for this report are: Cria. Gral. Angelina Ferreira, Cria. Dra. Laura Labarñois, and Subcria. Ángela Rodríguez. With their high profile, they have been interviewed by the media and have held positions in the administration.

One of the most acclaimed women in the police has been the Senior Inspector (R) Psychologist María Cristina Domínguez, who served in the 1990s and first decade of the 21st century as Chief of Police of Paysandú, Río Negro, and San José, directed the first Police Station for Women and the Family, was in charge of the first Specialized Unit on Domestic Violence, and was Director of the National Police School.

Inspectora Mayor (R) Alida Silva was the first female officer to reach the rank of senior officer, and in 2005 took over the Florida Police Headquarters.

At present, Commissioner General Angelina Ferreira is in charge of the DNPG of the Ministry of Interior, and Commissioner General Belén Camejo serves as Deputy Chief of Police of San José and was previously the Deputy Director of the National Directorate of Police Education.

Between 2010 and 2016, the institution has launched public campaigns to celebrate women pioneers or notable women on 8 March, International Women's Day.<sup>36</sup>

## Men and women have served under the leadership of women in UN peace operations

In the survey, 69% of staff who have deployed to a UN peace operation have served under a senior female officer.

## Most staff are aware of gender tools and mechanisms in the police

Around 79% of respondents were aware of the existence of a gender advisory division in the police; 68% had seen or read about gender tools or mechanisms in their organization, although women were less likely to consult these tools (62% of women compared with 74% of men).

33 Such courses may be provided by the DNPG, the UNFPA, the UN in Uruguay, the National Police.

34 Through a consulting firm specializing in sociolinguistics together with a commission created by different areas of the National Directorate of Police Education, the Ministry of Interior Communications Unit and the DNPG.

35 Ministry of Interior of Uruguay, División Políticas de Género, available at: [www.minterior.gub.uy/index.php/component/content/article/2-uncategorized/93-division-politicas-de-genero](http://www.minterior.gub.uy/index.php/component/content/article/2-uncategorized/93-division-politicas-de-genero).

36 *Mujeres Notables del Organismo* of 2010 and 2016, available at: [www.minterior.gub.uy/index.php/78-noticias/ultimas-noticias/702-dia-internacional-de-la-mujer-mujer-y-policia](http://www.minterior.gub.uy/index.php/78-noticias/ultimas-noticias/702-dia-internacional-de-la-mujer-mujer-y-policia).

### Most staff complete gender training course

Around 60% of the respondents have taken at least one training course on gender (such as gender mainstreaming, gender sensitivity, or sexual violence). Of respondents, 53% say they have taken a course on gender during their training at police school.

The National Directorate of Police Education (DNEP is the acronym in Spanish) is in charge of a virtual gender space to 'promote studies on public security issues, progressively ensuring the inclusion of the gender perspective in police training'. The gender chair is a space for consultation for 'all those who wish to learn more about the police response with a gender and human rights perspective, as well as the guidelines established by the Ministry of Interior for such professional performance'.<sup>37</sup> In addition, the DNEP continues to seek opportunities to include gender-related content at different levels of police training.

### Men and women are willing to approach their superiors to explore opportunities

Of those surveyed, 57% said they would be very willing to approach a senior officer to ask for more training to better fulfil their stated duties and 36% said they would be willing. Only 1% said they were very unwilling, 3% said they were unwilling, and 3% were neutral (Box 8.1).

#### Box 8.1: Level of willingness to ask superiors for more training to better fulfill work obligations

|                    | Women | Men |
|--------------------|-------|-----|
| High willingness   | 54%   | 60% |
| Medium willingness | 35%   | 37% |

Around 39% said they were very willing to discuss peacekeeping deployment opportunities with a senior officer and 41% said they were willing; 5% said they were very unwilling, 9% said they were unwilling, and 6% said they were neutral.

## **BARRIERS**

### **Gender is not part of core training curricula**

Although training, such as the course on GBV or sexual and reproductive education, continues to be offered, it is not included as a requirement in the National Police's basic training. In the DNEP, GBV is included in the curricula for the three years of officer training (first year 64 teaching hours, second and third year 32 teaching hours), and the subject is also included in the courses for the promotion of staff from the senior and basic ranks and in the professional training courses for entry into the basic ranks of all the sub-ranks.

### **Most staff are not aware of UNSCR 1325**

Of the respondents, 7% had heard of UNSCR 1325. Among senior staff, 10% had heard of UNSCR 1325. Among those who had heard of UNSCR 1325, 74% were able to explain it.

### **Women take fewer courses on gender than men**

On average, male respondents had completed 2.6 courses and female respondents 2.2.

### **Most staff are not contacted by their superiors for gender training**

Only 15% of respondents said that a superior or a more senior officer had contacted them regarding gender training, such as training on gender mainstreaming and sexual and gender-based violence.

### **Within the National Police, few staff serve under the supervision of a woman**

Only 15% of respondents said that their immediate supervisor was a woman, a response that was the same for both men and women.

### **Not all deployed staff receive gender training as part of their pre-deployment training**

Of the respondents who had deployed, 42% said they had received training on gender and/or sexual exploitation and abuse (SEA) issues in Uruguay as part of their pre-deployment training; 31% said they received training with the police, but not as part of pre-deployment training, and 27% said they never received gender training prior to deployment.

Among respondents who had deployed as part of a formed unit, 33% said they had received gender training during pre-deployment training and 67% said they had not. Among respondents who had deployed through an application process, 44% received gender training as part of pre-deployment training, 28% said they received it with the police but not as part of pre-deployment training, and 28% had never received gender training. Of the respondents who were selected by their superiors, 33% said they had received gender training during pre-deployment training and 67% said they had not received any training.

### **There is discord between the lower and higher ranks**

Around 50% of respondents, both male and female, strongly agree or agree that senior police officers often refuse to listen to the experiences of lower-ranking police officers; 32% disagreed and 6% strongly disagreed that they refuse to listen to the experiences of lower-ranking police officers.



## ISSUE AREA 9: Gender Roles

HIGH  
PRIORITY

*The Gender Roles cross-cutting issue area explores whether the prevalence of gender stereotypes and discriminatory attitudes influence the number of women deployed and their ability to meaningfully participate in peace operations. We assess this by looking at the extent to which women and men hold traditional roles and have traditional views about the roles of men and women in society. We also assess the extent to which there is a gender protection norm in the institution. This means that we assess whether men and women continue to feel that women should be protected from danger.*

### Summary of findings

#### OPPORTUNITIES

- There is a normative framework that guarantees the right of women and LGBTIQ persons to serve in Uruguay's police forces.
- Women serve in all ranks and positions in the force. Both men and women participate in equal proportions in tactical activities and participate almost equally in extra duties during deployment.
- The danger of a mission does not deter staff from applying for deployment (nor does it deter women), and both men and women have participated in the same peace operations without significant difference.
- Staff do not advocate positions that reflect traditional gender roles.

#### BARRIERS

- Women continue to perform the role of gender focal point more than men.
- When presented with hypothetical deployment scenarios, both men and women rated certain functions as corresponding more closely to traditional gender roles.

#### CROSS-CUTTING ISSUE AREAS

- Women serve in higher proportions than men in supporting ranks of the Administrative, Specialized and Professional Technician department, which broadly reflects an adherence to traditional gender roles.

## OPPORTUNITIES

### Uruguayan legislation protects the right of women and LGBTIQ people to serve in the Police Forces of Uruguay

In the framework of Law No. 18.104, and now in Law No. 19.846, the second article states: 'Women and men are equal in dignity and rights between them. Any form of discrimination on the basis of gender is prohibited and any provision to the contrary shall be considered null and void', thus ensuring equal entry into the police force.

On 21 February 2001, Law No. 17.296 abolished the 'budget bracket (PF) Female Police' in the upper scale, allowing women to compete for the same vacancies as men, promoting greater mobility in the different police ranks that previously were not accessible with the (PF) bracket. In addition, on 19 December 2005, Law No. 17.930 abolished the Female Police (PF) bracket in the basic scale, allowing more women, previously restricted by quotas, to enter the police force and achieve promotion.

LGBTIQ persons have the same right as anyone else to join the National Police. To ensure their entry, Article 12 of Law No. 19.684 (Integral Law for Trans People) established a 1% quota for trans persons, similar to and subsequent to other affirmative actions aimed at Afro-descendants (Law No. 19.122 with a quota of 8%) and people with disabilities (Law No. 19.691 with a quota of 4%).

### Women serve in every role – detectives, heads of units and so on

Information from 2007 and 2018 shows that there has been an increase in the femininity index in the Ministry of Interior (Box 9.1).

#### Box 9.1: Change in women's representation in the Ministry of Interior

| EFFECTIVE FORCE (2007) | Female      | Male          | TOTAL         | WOMEN'S REPRESENTATION INDEX |
|------------------------|-------------|---------------|---------------|------------------------------|
| Executive              | 2431        | 18,534        | 20,965        | 13                           |
| Administrative         | 1465        | 806           | 2271          | 182                          |
| Specialized            | 871         | 617           | 1488          | 141                          |
| Technical              | 252         | 299           | 551           | 84                           |
| Service                | 259         | 134           | 393           | 193                          |
| Others                 | 0           | 0             | 0             | -                            |
| <b>Totals</b>          | <b>5278</b> | <b>20,390</b> | <b>25,668</b> | <b>26</b>                    |

Source: National Police Personnel Census 2007

| EFFECTIVE FORCE (May 2018) | Female        | Male          | TOTAL         | WOMEN'S REPRESENTATION INDEX |
|----------------------------|---------------|---------------|---------------|------------------------------|
| Executive                  | 5427          | 17,381        | 22,808        | 31                           |
| Administrative             | 1917          | 862           | 2779          | 222                          |
| Specialized                | 910           | 657           | 1567          | 139                          |
| Technical                  | 540           | 392           | 932           | 138                          |
| Service                    | 190           | 89            | 279           | 213                          |
| Others                     | 3221          | 4438          | 7659          | 73                           |
| <b>Totals</b>              | <b>12,205</b> | <b>23,819</b> | <b>36,024</b> | <b>51</b>                    |

Source: Human Development and Management Area, Department of Personnel Control, Registration and Mobility, Vacancies Sector, Ministry of Interior

**Box 9.2: Numbers of men and women joining the National Directorate of Police Education as officers**

| YEAR          | MEN         | WOMEN      |
|---------------|-------------|------------|
| 1971-1973     | 46          | 3          |
| 1981-1983     | 606         | 12         |
| 1991-1993     | 671         | 19         |
| 2001-2003     | 567         | 66         |
| 2011-2013     | 502         | 101        |
| 2017-2019     | 506         | 142        |
| <b>TOTALS</b> | <b>2898</b> | <b>343</b> |

**Box 9.3: Number of women in the Ministry of Interior, total and by sub-rank. Information as of 31/12/2020****STAFF OF THE MINISTRY OF INTERIOR**

| MEN    | WOMEN  | TOTAL  |
|--------|--------|--------|
| 19,964 | 10,309 | 30,273 |

**NUMBER OF WOMEN BY SUB-RANKS**

| Sub-rank               | Number |
|------------------------|--------|
| Executive              | 6242   |
| Administrative         | 2139   |
| Specialized            | 916    |
| Technical Professional | 552    |
| Service                | 174    |
| Sub-letting            | 286    |

At the police level, the Ministry of Interior considers positions from Chief Officer to Senior Officer (Commissioner to Commissioner General), and also certain functions or postings in which such staff serve, as leadership positions.

There are several examples of women in leadership positions, including:

- Comisaria General Angelina Ferreira, Head of the National Directorate for Gender Policy, Ministry of Interior;
- Comisaria Gral. María Belén Camejo, Deputy Chief of Police of San José;
- Comisaria General (PA) Alicia Kaslauskas, Deputy Director of the National Scientific Police Directorate;
- Comisaria Mayor (R) Blanca Esther Olivera Morales, Chief of Police of Lavalleja;
- Comisaria Mayor (PT) Dra. Marlene SICA MÁRQUEZ, Director of the police hospital;
- Comisaria Mayor Verónica Moreira, Executive Coordinator of the Lavalleja Police Headquarters; and
- Comisaria Yesika Corominas, Director of the Directorate of Electronic Monitoring, UCC.

### Men and women participate equally in tactical activities

According to the FFF, women are neither prevented nor discouraged from participating in operational or tactical activities. In the survey, 89% of respondents participated in operational activities during deployment. There was no difference in responses between men and women.

When the survey results are aggregated, 99% of respondents agree or strongly agree that women are capable of conducting special tactical operations.

### Men and women take on additional tasks during deployment

Of the respondents, 31% said that, in addition to their usual tasks, they were also involved in cooking, 58% in cleaning, 54% in driving, 12% in translating, 62% in helping the community, 27% in teaching, and 39% in tutoring. Only 15% reported not taking on any of these tasks.

### Women and men face the same restrictions on movement during deployment

According to the FFF, both men and women can be escorted when travelling within the host country, depending on the security situation. Women do not have to travel with men when moving around the country.

Of deployed men and women, 52% of men and women said they could leave the base/compound whenever they wanted and 4% said it depended on the mission; 38% of the men and women said they needed an escort to leave the base/compound and 8% said it depended on the mission; 32% said they had access to a vehicle when required during the mission.

### Men and women are mostly deployed in the same peace operations

Of those surveyed, 31% of respondents had deployed to Haiti and 27% to the DRC. Male respondents had also deployed to Sudan (UNMISS - 5% of male respondents) and Angola (MONUA - 5% of male respondents). Female respondents had also deployed to Liberia (UNOMIL - 20% of respondents), Timor-Leste (60% of respondents), Guatemala, and the political mission to Colombia.

### The danger of a mission does not deter staff from applying for deployment

Only 1% of respondents who did not report to a UN peace operation said they did not do so because the missions were too dangerous.

At no point in the survey did women indicate a preference for 'less dangerous' missions. When asked to select the two UN peace operations they would like to be deployed to, 45% said Haiti, 36% DRC, 13% Middle East, 13% Ukraine, 9% Central African Republic (12% of women and 5% of men), 11% Iraq (5% of women and 17% of men), 8% Cyprus or Lebanon, 6% India/Pakistan border, 6% Afghanistan, and 5% Montenegro. Some 4% said Mali, Somalia or Serbia; 4% said Western Sahara (6% of men and less than 1% of women); 3% said Golan Heights, South Sudan, Bosnia, Macedonia or Albania; 1% said Kosovo; 1% said Burundi; 1% said Moldova; and none said Darfur; 20% were unsure of their two choices.

### Men and women do not uphold traditional gender roles

Only 9% of men and women believe that men make better political leaders than women and that they should be elected instead of women (women were less likely to believe this). Less than 1% of women and men agree that men must have children to be considered real men; 1% of both women and men agree that women must have children to be a real woman (women were less likely to agree with this); 1% of both women and men agree that changing nappies, bathing children, and cooking are the mother's responsibility (women are less likely to agree with this). Less than 1% of women than men agreed that men should have the final say in household decisions (women were less likely to agree with this). Less than 1% thought that deployment on a peace operation meant that either a man or a woman could not be a good parent (women are less likely to agree with this). Around 15% of both men and women agreed that men need sex more than women (women were more likely to believe this). Around 70% agreed that a woman on a peace operation should still take care of her physical appearance (women were more likely to believe this).

## BARRIERS

### Women are more likely to play the role of gender focal points

Of the women who have deployed, 20% have served as gender focal points, while no men have served as gender focal points. It is important to mention that this role is assigned by the UN during deployment.

### Both men and women believe that certain roles correspond to certain gender norms

The survey conducted placed various scenarios before police staff (male and female, deployed and non-deployed). The entire sample was asked who, in their opinion and experience, should, or would be better suited to perform a certain function. The intention of these scenarios is to identify the social concepts that staff have regarding gender norms or roles.

The responses, as can be seen in the tables below, reflect a general adherence to traditional gender roles. However, the responses given by the women demonstrated that they are challenging almost all traditional gender expectations, for example, by responding that it is women who are better suited to high-risk and/or dangerous scenarios. The only exception was the scenario corresponding to administrative tasks.

| Percentage | Question: Who is better suited to working with women and children in a conflict zone? |
|------------|---|
| 5%         | Male peacekeepers   |
| 87%        | Female peacekeepers   |
| 7%         | Male and female peacekeepers  |

In this scenario, women were more likely to choose 'female peacekeepers'.

| Percentage | Question: Who is better suited to working with refugees in a camp? |
|------------|--|
| 34%        | Male peacekeepers  |
| 47%        | Female peacekeepers  |
| 18%        | Male and female peacekeepers                                       |

In this scenario, women were more likely to choose 'female peacekeepers'.

| Percentage | Question: Who is better suited to training local police? |
|------------|--|
| 48%        | Male peacekeepers  |
| 17%        | Female peacekeepers                                      |
| 35%        | Male and female peacekeepers                             |

In this scenario, women were less likely to respond both men and women.

| Percentage | Question: Who should respond to a revolt against the government? |
|------------|--|
| 47%        | Male peacekeepers  |
| 13%        | Female peacekeepers  |
| 39%        | Male and female peacekeepers                                     |

In this scenario, women were less likely to answer 'both men and women' and more likely to choose 'female peacekeepers'.



| Percentage | Question: Who should respond when receiving information about a possible bomb/terrorist threat? |
|------------|---|
| 42%        | Male peacekeepers   |
| 14%        | Female peacekeepers   |
| 44%        | Male and female peacekeepers  |

In this scenario, women were less likely to answer 'both men and women' and more likely to choose 'female peacekeepers'.

| Percentage | Question: Who should work on situation reports? |
|------------|---|
| 10%        | Male peacekeepers                               |
| 46%        | Female peacekeepers                             |
| 44%        | Male and female peacekeepers                    |

In this scenario, women were less likely to answer 'both men and women' and more likely to choose 'female peacekeepers'.



## ISSUE AREA 10: Social Exclusion

MEDIUM  
PRIORITY

*The issue area of social exclusion explores whether group dynamics contribute to the exclusion and/or marginalization of women or discourage their meaningful participation in peace operations. It also explores the ways in which group cohesion is established, looking specifically at the dynamics of men and whether they adhere to notions and practices typically understood as 'hegemonic masculinity'. We assess this by looking at levels of harassment and violence in institutions and sanctions against them, as well as healthy and unhealthy ways of establishing cohesion.*

### Summary of findings

#### OPPORTUNITIES

- The institution strives to increase professionalism within its force in order to create opportunities and mechanisms that promote equality and equity within the police. For example, by:
  - adopting protocols and mechanisms for the reporting of instances of harassment and exploitation; and
  - including an ombud institution/internal ombudsman's office.
- Police staff report low levels of misconduct and a high degree of socialization among colleagues.
- Staff did not, in general, adhere to theories about hegemonic or traditional masculinity.

#### BARRIERS

- Despite the high level of socialization, staff do not perceive a corresponding high degree of social cohesion.
- There is a lack of positive bonding spaces and mechanisms such as sports, and an existence of negative bonding practices.
- Despite the existence of complaint mechanisms, there is not enough up-to-date information on reports of abuse. In addition to this, women report being less willing to report inappropriate behaviour to their superiors.
- There is a degree of acceptance of taboo behaviour or abuse of authority.

## The findings in detail

### OPPORTUNITIES

#### Recent efforts have been made to increase professionalism in the police

The creation of the new Police Organic Law (Law No. 19.315) in July 2015 generated changes throughout the Police, even modifying the number of ranks and the possibility of moving up the career ladder from the basic scale to the upper scale, subject to certain requirements. This has resulted in a greater rapprochement and integration of civil servants into the system, which now allows them more freedom to access a better career.

In turn, the new educational plans generated new career approaches: for example, the new police educational plan establishes in its General Methodological Orientation the following objective 'The development of the capacity for teamwork, carrying out tasks and practical activities in groups as a tool to acquire theoretical-practical content, foster attitudes of collaboration, cooperation, respect, and camaraderie, and distribution of functions and responsibilities.' From this it can be deduced that cohesion in the Police is generated from the roots, from the beginning of their training until the highest rank, and that it is used as an integration tool in the Police Institute, with constant instruction to the police officers, as indicated by Decree No. 300/16<sup>38</sup>.

#### There is a formal mechanism for reporting gender-based violence within the institution

The guidelines and protocols to which the staff of the Ministry of Interior are subject have been developed in parallel with the adoption of laws.

As a result of the adoption of Law No. 18.315 and Decree No. 317/2010 at the national level, the Ministry of Interior updated its regulations and improved police procedures with regards to domestic and gender-based violence.

Considering domestic violence as a serious offence, and therefore grounds for dismissal, the Ministry of Interior approved Decree No. 111/2015 'Protocol for Action on Domestic and/or Gender Violence'. The protocol is based on four pillars: a) prevention; b) attention; c) sanction, and d) reparation. Its general objective is to eradicate situations of domestic and/or gender violence that involve, directly or indirectly, the staff of the Ministry of Interior, whether as victims or aggressors, through the implementation of working strategies (conceptual, regulatory, methodological, and institutional frameworks) that lead to an effective performance in the detection, prevention, promotion, and assistance in the matter, as well as the effective application of administrative, disciplinary, and/or reparatory procedures. As it concerns domestic and/or gender violence, this protocol covers other manifestations of violence that can affect police staff, especially policewomen, such as sexual crimes (sexual abuse, sexual exploitation, rape, etc.) typified in the national regulations.

At the level of peace operations, there are no cases of sexual crimes or GBV registered against staff of the National Police of Uruguay.

#### There is an ombudsperson institution and a mechanism for complaints of sexual harassment

There is an internal ombudsperson's office within the police as well as also an internal complaint procedure. These functions are independent of the police chains of command.

Decree No. 40/2013 approved the Action Protocol regarding sexual harassment in the workplace and education for the staff of the Ministry of Interior, 39 and which also regulates Law No. 18.561 on sexual harassment in the workplace and education.

This protocol established a competent body to receive, process, substantiate, and investigate said issues in the Permanent Commission for Sexual Harassment Issues at Work within the Ministry of Interior with national jurisdiction. The aforementioned commission reports hierarchically to the Minister and technically and administratively to the National Directorate for Gender Policy.

The protocol was created with the objectives of:

- preventing, eradicating, and sanctioning sexual harassment issues among civil servants and staff of the Ministry of Interior;
- applying mechanisms aimed at the effective protection of victims of sexual harassment; and
- raising awareness and training staff of the Ministry of Interior on the subject of sexual harassment.

38 Decree No. 300/16: Regulation of articles 17, 58, 59 and 60 of Law No. 19.315, relating to the tasks of the National Directorate of Police Education, available at: [www.impo.com.uy/bases/decretos/300-2016](http://www.impo.com.uy/bases/decretos/300-2016).

The regulatory framework that defines 'sexual harassment' is laid out by Law No. 18.561, which describes sexual harassment as 'all behaviour of a sexual nature, carried out by a person of the same or different sex, unwanted by the person to whom it is directed and the rejection of which causes or threatens to cause harm to their employment situation or their teaching relationship, or that creates an intimidating, hostile or humiliating work environment for those who receive it'.

The protocol introduces protective and preventive measures, in addition to principles of action such as confidentiality, diligence, and speed, and the prohibition of retaliation. Complaints can be filed verbally or in writing and must identify both the victim and the offender. The competent body to substantiate complaints is the Permanent Commission for Sexual Harassment Issues at Work within the Ministry of Interior with national jurisdiction.

### Police staff report low levels of misconduct

Only 12% of people surveyed had heard of people receiving spam text messages (16% of women and 8% of men), 16% had heard of criticism for not fulfilling their family obligations, 15% had heard of insults and 6% had heard of photos that had been shared involuntarily. Women were less likely to say they had not heard of any of these behaviours (68% of women and 80% of men).

### Police staff know who to turn to in case of harassment

Around 93% of men and women were aware of the guidelines that indicate who to contact in the event of being harassed or threatened by one of their colleagues.

### Police officers usually socialize together

About 94% of those surveyed stated that police officers socialize with members of the police outside of work. Some 91% said they had personally socialized with other members of the police force. Women were more likely to say they had personally socialized with other police members.

### Traditional or hegemonic masculinity is not predominant among staff

As part of the assessment, a series of questions were asked that measure the degree to which attitudes adhering to traditional or hegemonic masculinity manifest themselves, including exclusion, domination, honour, virility, and rape culture. The people surveyed did not exceed the average score in each category, which translates into a medium-low expression of traditional masculinity.

#### Issue Area 10: Breakdown of results to questions asked.

| Percentage | Expression   |
|------------|--|
| 2%         | Men and women think that a woman should obey her husband even if she does not agree with him.  |
| 1%         | Men and women think that it is acceptable for the husband to have sexual relations with his wife if she does not want to have them.          |
| 1%         | Men and women said that women must tolerate violence to keep their families together.  |
| 3%         | Men and women think that women should be able to deploy even if they have a history of aggressive or violent behaviour towards other people. |
| 4%         | Men and women think that men should be able to deploy even if they have a history of aggressive or violent behaviour.                        |
| 2%         | Men and women think that women should remain virgins before their marriage. (women are less likely to believe this).                         |
| 5%         | Men and women think that women are raped because they dress promiscuously.   |
| 11%        | Men and women think that women lie about rape.   |
| 19%        | Men and women think that it is acceptable to use violence to defend one's reputation.  |
| 28%        | Women think that women don't want to marry men who can't get an erection.  |

## BARRIERS

### There are some indications of traditional or hegemonic masculinity

The responses that showed a higher rate of tolerance towards or adherence to traditional or hegemonic masculinity, including exclusion, domination, honour, virility, and rape culture were:

|     |   |
|-----|---|
| 32% | Men and women think that it is acceptable to tell a woman that she is attractive.                                 |
| 30% | Men and women think that it is acceptable for a female colleague to tell a man that he is attractive.             |
| 47% | Men and women think that people suffer stigmatization because of their sexual orientation within the institution. |
| 53% | Men and women think that the duty of a man is to protect the dignity of his family (women to a lesser extent).    |

### Information on reports of abuse is insufficient and outdated

During the preparation of this report, no data was included and no cases of sexual abuse were reported within the national police. At the national level there is a complaint and reporting framework, but it is generic. The accused person would fall under Uruguay's national legal framework: the law of police procedure, the protocol for action, the Police Organic Law, and the country's penal code.

### Staff do not perceive high levels of social cohesion

Of the people surveyed, 6% 'strongly agree' and 38% 'agree' that police staff are as close as family. Some 36% disagree and 8% strongly disagree.

### There are insufficient sports teams/activities to foster positive bonding

The police do not have their own teams or internal sports tournaments. In addition to this, only 47% of the people surveyed were aware of the existence of sports teams organized by the police: 53% of women were aware of these teams, compared with 42% of men.

Among those who were aware of these teams, men overestimate the participation of women in them: 77% of men said that women participated jointly with them, which is significantly different from the 53% of women who reported joint participation. This is also reflected in terms of those who report participating in sports teams: while 63% of the men surveyed have participated in these sports teams, only 15% of women report having done so.

### Women are slightly less likely to be invited to informal social activities

While 98% of men say that women are invited to informal social activities, only 95% of women say that women are invited.

### There are some examples of negative bonding

About 56% of respondents said they were aware of new police recruits experiencing bonding activities. There are indications that some of these activities are aimed at positive bonding, for example 40% of respondents mentioned sports or training as a means of bonding.

However, 23% reported that there were also instances of negative bonding, such as punishments, and 33% said it involved additional physical activity. Around 2% reported hearing about sexual activity, 3% about teasing/jokes, and less than 1% reported bonding activities involving teasing of women. Around 34% of respondents agree or strongly agree that they have heard of police officers visiting sex trade points when they are not working. About 38% of respondents agree or strongly agree that they have heard colleagues bragging to their colleagues about having sex.

Even more important than the previous instances, is the persistent and strong perception among staff of the importance of bonding activities such as hazing. Around 89% of respondents said that these bonding activities are necessary to create cohesion, 33% said they were necessary to eliminate weakness, 14% said they are necessary because they 'put new recruits in their place', and 2% said they were not serious because they are just fun and games. Around 9% said they are not necessary and can sometimes be dangerous, 4% said they are not necessary and degrade women, and 6% said they are not necessary because they can hurt people.

### Women are less willing to report inappropriate behaviour to their superiors for work-related issues

Around 43% of women were very willing and 24% were willing to approach a senior officer to discuss the inappropriate behaviour of their colleagues, compared with 43% of men who were very willing and 38% who were willing to approach senior officers.

### There is some acceptance of taboo behaviour or abuse of authority

Of both men and women, 83% said it was very serious or serious if someone in their team drove while over the drink-drive limit and ran over someone on the road during a peace operation. Around 99% said this behaviour would be considered a violation of official police policy. Only 64% said they would definitely report a fellow officer if he or she did so, although 33% said they would probably report them.

Of those surveyed, 85% said it was very serious or serious if someone on their team hit a person with a truncheon and permanently injured them during a protest at a peace operation. Women were more likely to say it was very serious (56% of women said it was very serious compared with 45% of men). Around 89% said it would be a violation of official policy; 30% said they would definitely report it and 43% said they would report it. Women were more likely to say they would report it. About 31% of women said they definitely would and 48% said they would. Male respondents were 29% more likely to say they would definitely report it and 38% more likely to say they would.

Of the respondents, 89% said that it was very serious or serious if a person on their team received cash for not reporting a crime during a peace operation. Around 99% said that this would be a violation of official policy; 55% said they would definitely report it and 41% said they would report it. Women were less likely to say they would report it: 55% of women said they definitely would and 43% said they would; 59% of men said they definitely would and 38% said they would denounce it.

Among both men and women, 80% said it was very serious or serious for a man in their team to have a sexual relationship with a local woman. Around 89% said it was against the official policy of the National Police of Uruguay. However, 31% said they would definitely report it and 33% said they would report it.

Of both men and women, 80% said that it was very serious or serious if a woman in their team had a sexual relationship with a local man. Around 88% said it was against the official policy of the National Police of Uruguay. Around 29% said they would definitely denounce it and 44% said they would report it.

# 04

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## Conclusions

# Conclusions: Recommendations for leveraging opportunities and overcoming barriers

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One of the most valuable aspects of the MOWIP methodology is that, for each issue area, a series of indicators are weighed that allow for the identification of aspects or factors that act to promote or hinder the meaningful participation of women in peace operations. The complexity of these indicators is valuable in that it allows for the identification of how the institutional framework interacts with the operational framework of peace operations in the advancement of gender equality. It also generates evidence that allows for informed actions and strategies to be directed towards each of these areas in order to remove persistent barriers.

The evaluation of the National Police of Uruguay reveals that the institution is contributing to the meaningful participation of women in peace operations primarily through the integration of a gender perspective. This investment in institutional development is particularly reflected in the National Police's implementation gap score.

The implementation gap measures the degree to which there is a gap between the institution's policies, practices, and programmes on the one hand, and the experiences reported by staff on the other. For the National Police this gap is low in areas 1, 4, 6, and 7. This means that gender mainstreaming in the institution, through specific units, policies, protocols, infrastructure, and benefits, as well as basic training and sensitization of staff, has been essential to advance favourable conditions for women's participation in the National Police of Uruguay and in peace operations.

However, there remain barriers specific to the National Police, as well as those related to the operational mission framework, that disproportionately affect women. The assessment revealed that institutional barriers for women are mainly present in areas 5 and 9. Gender gaps in access to and use of deployment infrastructure persist, particularly in terms of training. Furthermore, gendered expectations persist in terms of the functions that deployed staff can perform, which perpetuate the feminization of certain roles, as well as the traditional gender imaginaries of (especially non-deployed) staff. Work within the institution, as well as in coordination with other TPCCs and the UN, is thus required to remove social and employment barriers.

Finally, the report points to an experience gap in areas 9 and 2, indicating that women disproportionately face or experience these areas as barriers (as opposed to men). In addition to the gender norms and expectations mentioned above, one of the most significant barriers to women's participation in deployment is that deployment is not formally recognized within the institution. Furthermore, there are neither specific nor sufficient institutional communication mechanisms to encourage women's specific participation in peace operations. As a consequence, women have less institutional knowledge of the requests and requirements for deployment and rely on relational (or social) knowledge. Given the institutional provision of pre-deployment training, there has been a reduction in opportunities to develop and strengthen required competencies, such as heavy vehicle driving. More importantly, there is no correspondence between the criteria required and the criteria that staff determine as essential.



## KEY RECOMMENDATIONS AND BEST PRACTICES

Based on the analysis of the factors that act as barriers or opportunities in each of the areas assessed, the Ministry of Interior reflected on strategies and actions that could be taken to leverage opportunities and remove barriers to women's meaningful participation in peace operations. This reflection produced more than thirty recommendations and sub-recommendations for the National Police and relevant national and international agencies, which are detailed below.

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### POLICIES AND PROGRAMMES

The National Police has a mandate and a higher interest in safeguarding public security. Therefore, the deployment of staff to peace operations can be perceived as an operational and institutional cost. Both the institution and its staff show a strong interest in contributing to peace operations, but participation in them is neither recognized nor generates professional advantages. Resolving this apparent conflict is central to increasing the meaningful participation of staff in peace operations, especially women. The main recommendations promoted by the Ministry of Interior to address this tension are as follows:

1. Provide formal and institutional recognition (points) for deployment to peace operations in a way that contributes to the professional advancement of staff. To achieve this, the following recommendations can be made:
  - Regulate and introduce legislation for deployment equality through the Ministry of Interior and formalize the right to equivalence in a decree.
  - Integrate the deployment of staff in peace operations into the qualification regulations as a positive score, awarding a specific score according to the role they play in these operations.
  - Develop the care infrastructure at an institutional level, ensuring access to advancement opportunities and job retention for staff, especially those with care needs and responsibilities. This includes:
    - censusing or counting the care burden of staff and assessing the adequacy of the current infrastructure to meet it effectively (policies, programmes, leave of absence, as well as available services and subsidies);
    - continuing to promote staff awareness and use of programmes, leave, services, and subsidies through leadership and institutional communication; and
    - strengthening institutional support to ensure the well-being and health of staff, either through human resources and competent units, or by establishing new institutional alliances.
  - Cooperate with other TPCCs and the UN to strengthen the care infrastructure related to deployment, specifically through:
    - developing policies, procedures, and services to ensure the provision of psycho-emotional health support and tools before, during, and after deployment;
    - ensuring the provision of comprehensive health services, including the provision of sexual and reproductive health kits, as well as menstrual kits; and
    - developing programmes and services to support post-deployment work and social reintegration.

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## PRACTICE

In addition to giving formal recognition to deployment, the National Police should add to the informal recognition given by the community (family and friends) to those deployed, contributing to the community's trust in the institution and strengthening the institutional support framework that can lead to staff retention. To achieve this, the Ministry of Interior prioritizes the following recommendations:

1. Make the deployment experience of police staff, especially women, more visible externally and on a larger scale, in order to enhance the value of their participation and raise awareness of the type of work carried out by the National Police in peace operations. For example, through:
  - launching media or social media campaigns; and
  - giving annual awards to deployed staff who have excelled.

One of the report's findings was the importance of cohesion and social bonding for deployed and non-deployed staff.

During deployment, staff reported that socializing within the mission and with the host community translated into a sense of satisfaction with the mission. That said, much of this socialization happens informally, creating opportunities for exclusion. To mitigate this risk, the Ministry of Interior proposes the following:

2. Cooperate with the UN to promote awareness of and access to networks, groups, and staff associations during missions, as well as promoting institutional recognition of the informal support networks that are generated during deployment.

At the institutional level the conviction persists that negative bonding instances, such as hazing, are important to generate group cohesion within the institution. These practices often involve risk and even violence but highlight a clear need for bonding and an opportunity for the institution to take ownership of the process. The Ministry of Interior adopts the following recommendation:

3. Formalize instances of positive bonding for incoming staff as well as other staff to generate positive social cohesion. This can be done, for example, by implementing a sports league or tournament.

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## TRAINING

The police do not deploy large groups, as the armed forces do. In order to prepare for deployment, they depend to a large extent on the quotas offered by the armed forces (ENOPU) to access the curricula offered by the institution. They are also dependent on the training offered by the United Nations. This generates a clear need for training and the following recommendations:

1. Establish a specific body for the training of police staff in peace operations to eliminate dependency and take on the task of preparing staff in accordance with the characteristics of police deployment.
2. Develop a training offer for deployment to strengthen the skills required to meet its criteria, such as languages, driving, etc.
3. Expand deployment training to provide information and analysis on the context of the mission and the country in which deployment occurs.
4. Generate annual discussion spaces with colleagues who have deployed for social reasons and to celebrate the experiences of deployed individuals, as well as to promote the exchange and generation of knowledge among peers.
5. Promote information campaigns and integrate training on deployment into the promotion scheme to improve education on participation in peace operations.

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## ORGANIZATIONAL CULTURE

The organizational culture needs to be strengthened alongside the gender policies, protocols, and other measures that the institution has integrated. The Ministry of Interior takes on board the following recommendations:

1. Expand the range of training available, as well as raising the requirement for basic training on gender equality, to strengthen knowledge of the institutional framework for equality and inclusion.
2. Integrate mandatory courses or seminars on health and psychosocial care into the basic training offer for deployment.
3. Work with relevant authorities, such as the Ministry of Social Development, the National Women's Institute, the lead agency on gender-sensitive public policies, and relevant international organizations, to expand the training offer with options such as seminars, conferences, and workshops, to develop a culture of equality and sensitize staff on equality and inclusion, including:
  - unpaid care work and co-responsibility of care at the societal level;
  - women's empowerment and leadership; and
  - tools to question attitudes and practices linked to hegemonic and exclusionary masculinity.

Selection processes for deployment are not perceived as unfair by staff, but there is a perception within the institution that people benefit from career opportunities for unfair reasons rather than merit, including their gender. This perception does not correspond to the institutional reality as women are under-represented in the operational ranks and leadership of the institution, as well as over-represented in less operational ranks. However, this report identifies as a risk that this perception will carry over into the field of selection for deployment as the National Police strives to increase the numerical and meaningful participation of women through affirmative strategies or actions, such as quotas.

To mitigate this risk, the National Police of Uruguay prioritizes the following recommendations:

4. At the institutional level, evaluate the introduction of strategies to increase women's participation in positions and ranks where they are under-represented, including through affirmative actions such as quotas.
5. At the institutional level, accompany the introduction of affirmative actions with social pedagogy strategies to highlight structural inequalities (such as the under-representation of women in certain ranks) and challenge the false perceptions of 'advancement by merit'.
6. For the selection process for deployment, expand the requirement of no disciplinary record to include a history of gender-based violence allegations.
7. For the deployment selection process, consider eliminating the internal requirement to obtain approval from superiors, which depends on the discretionary power of the leadership.
8. For the deployment selection process, recommend that the UN assess the process of assigning gender focal point roles and the distribution of other roles in the mission, with the aim of encouraging both men and women to take on responsibilities for promoting equality and inclusion.

## AREAS FOR FURTHER RESEARCH

- Why are women less likely to want to deploy on mission?
- What care policies does the institution implement in relation to women to improve their situation and opportunities compared with their male counterparts?
- What are the specifications for women in terms of uniforms, equipment, and infrastructure?
- How can women's interest in UN positions be fostered?
- What does gender equality in the police mean? How is it quantified? What are the indicators of equality that the police want to achieve?

### **Box g: Tips from the DCAF Gender and Security Toolkit<sup>39</sup>**

To elaborate on future questions and areas of interest, DCAF shares ideas, methodologies, and assessment tools included in its Toolbox that can be used by the institution in future projects. For example:

- **Incorporating and/or strengthening internal oversight mechanisms from a gender perspective**

This can be done by ensuring that gender experts as well as staff are consulted and involved during periodic reviews of policies and practices. The annual collection of gender-disaggregated data is another important component of internal monitoring. Internal and external complaints mechanisms should be victim-centred, with particular attention to being accessible to victims of gender discrimination and harassment and minority groups within an institution. There should be options for reporting harassment and discrimination outside the chain of command.

- **Gender training and gender transformative education**

It aims to ensure that staff choose to transform attitudes and behaviours to align them with principles of equality and non-discrimination. Gender-related training and education is most effective when it is action-oriented, i.e. those who participate have to apply what they have learned in their daily work, especially if it is in an area that is part of their performance appraisal (e.g. ensuring similar levels of workplace satisfaction between women and men under their command) and that generates understanding of how gender interacts with their particular role.

## **About DCAF**

DCAF – Geneva Centre for Security Sector Governance is dedicated to improving the security of states and their people within a framework of democratic governance, the rule of law, respect for human rights, and gender equality. Since its founding in 2000, DCAF has contributed to making peace and development more sustainable by assisting partner states, and international actors supporting these states, to improve the governance of their security sector through inclusive and participatory reforms. It creates innovative knowledge products, promotes norms and good practices, provides legal and policy advice and supports capacity building of both state and non-state security sector stakeholders.

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<sup>39</sup> DCAF, OSCE/ODIHR, UN Women (2019), *Gender and Security Toolkit*, Geneva: DCAF, OSCE/ODIHR, UN Women, available at: [www.dcaf.ch/gender-and-security-toolkit](http://www.dcaf.ch/gender-and-security-toolkit).



