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Nacional



Armed Forces of Uruguay

MOWIP REPORT 2020

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

DCAF Centro de Ginebra para
la Gobernanza del
Sector de Seguridad



Cornell University



INICIATIVA DE ELSIE
PARA LA PARTICIPACIÓN DE LAS
MUJERES EN OPERACIONES DE PAZ

Canada



Norwegian Ministry
of Foreign Affairs

Armed Forces of Uruguay

MOWIP REPORT

2020

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Disclaimer

The views expressed in this report are those of the authors at Cornell University and DCAF, based on the best information available to them. They do not necessarily reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, RESDAL or the Armed Forces of Uruguay. The Ministry of National Defence and the Armed Forces of Uruguay approved the publication of this report which integrates the comments and opinions of a representative group of these two institutions.

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LIST OF MAIN ABBREVIATIONS AND ACRONYMS

DCAF	Geneva Centre for Security Sector Governance
DPO	UN Department of Operations
ENOPU	Escuela Nacional de Operaciones de Paz del Uruguay (Uruguayan National School of Peace Operations)
FFF	Fact-finding form, or 'cuestionario' in Spanish (see section 3)
FPU	Formed Police Units
GBV	Gender-based violence
IPOs	Individual police officers
MDN	Ministry of National Defence of Uruguay
MINUSTAH	United Nations Stabilisation Mission in Haiti
MONUC	United Nations Mission in the Democratic Republic of the Congo
MONUSCO	United Nations Organisation Stabilisation Mission in the Democratic Republic of the Congo (previously MONUC)
MOWIP	Measuring Opportunities for Women in Peace Operations
OAS	Organization of American States
RESDAL	Red de Seguridad y Defensa de América Latina (Latin American Security and Defence Network)
SEA	Sexual exploitation and abuse
SINOMAPA	Sistema Nacional de Apoyo a las Operaciones de Mantenimiento de la Paz (National System of Support for Peace operations)
TPCC	Troops- and police-contributing countries
UN	United Nations
UNCOC	UN Contingents Course in Peace Operations Missions
UNDOF	United Nations Disengagement Observer Force
UNIFIL	United Nations Interim Force in Lebanon
UNMEM	Military Experts in Mission Course
UNSCR	United Nations Security Council Resolutions
WPS	Women, Peace and Security

Executive Summary

Executive Summary

The Measuring Opportunities for Women in Peace Operations (MOWIP) assessment for the Armed Forces of Uruguay (2020) examines the capacity of the Armed Forces to deploy women in United Nations (UN) peace operations and ensure their meaningful participation in them across ten issue areas. It uses three data collection tools, the fact-finding form (FFF), key decision-maker interviews, and a survey. The national assessment partner, the Red de Seguridad y Defensa de América Latina (RESDAL, Latin American Defence and Security Network) carried out the data collection for this project from March 2019 to April 2020.

Top good practices that can be scaled-up and replicated elsewhere

- The Armed Forces have implemented proactive recruitment strategies for women for peace operations.
- Before authorizing the deployment, the Armed Forces verify that the person is free from accusations of human rights violations or sexual exploitation and abuse.
- Breastfeeding women have the right to take part of their day to breastfeed/express milk, and it is considered paid time.
- There were never any restrictions on the type of positions that women could occupy in the Armed Forces; hence, women occupy combat positions or positions traditionally held by men (fighter pilots, etc.).
- The proportion of gender-trained personnel increases annually.
- Negative ideas about masculinity are not a major problem in the Armed Forces.

Top barriers to women's meaningful participation in UN deployments

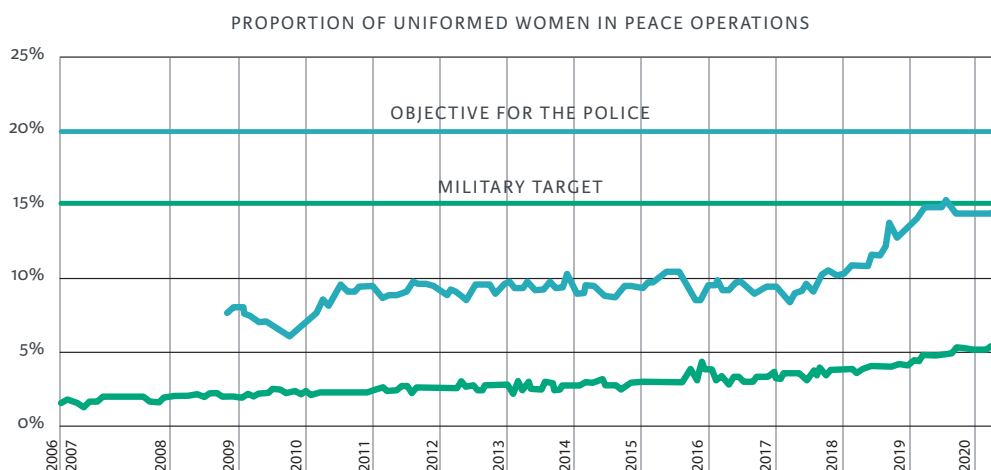
- Household constraints (Issue area 4)
- Peace operations experiences (Issue area 6)
- Gender roles (Issue area 9)

01

Introduction

Introduction

Why do we need more women meaningfully participating in UN peace operations?



In the past two decades, despite efforts to increase women's participation in UN peace operations, including the ten resolutions by the UN Security Council resolutions (UNSCR) on Women, Peace and Security (WPS), the overall percentage of women deployed in peace operations has increased at a slow rate (as seen in the graph above).

The UN target for 2028 is for women to represent 20% of Formed Police Units (FPUs), 30% of Individual Police Officers (IPOs), 25% of military observers and staff, and 15% of military contributions to peace operations. However, by 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 the troops.¹

Fostering a modern, effective and efficient institution: promoting the interests of security institutions in troop- and police-contributing countries

All modern armed forces of democratic nations must increase the meaningful participation of women to fulfil their mandates. Armed forces are increasingly expected to respond to complex threats to both state security and human security, encompassing environmental, health, economic, community, and personal security threats. Furthermore, all conflicts have a gender dimension in that they have a different effect on women and men. National legislation and international covenants, such as the Geneva Conventions, require all armed forces to protect the rights of women and men in their work and, therefore, the ability to integrate a gender perspective is essential for their action. Achieving this goal efficiently means having a diverse workforce in which women and men work at all levels, including those where decisions are made.

Moreover, responding to emerging security threats requires armed forces to be able to recruit a highly skilled workforce with an ever-expanding range of skills. Physical strength is less important than in the past as warfare becomes more technological. Therefore, armed forces compete with the private sector and other government departments to hire the best national experts in areas such as cybersecurity and intelligence analysis. For this reason, armed forces should be an attractive workplace for the most talented women, men and gender minorities in the country. Policies and procedures on gender equality, family-friendly work arrangements, and the prevention of harassment and bullying are therefore essential for the future generation of forces.

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

Having a greater number of uniformed women in peace operations and ensuring that they can participate meaningfully also increases the likelihood that the increasingly complex mandates of UN peace operations can be fulfilled. Since 2000, almost all UN mandates have had provisions related to gender equality, the empowerment of women, and the protection of the civilian population. The UN Department of Peace Operations lists six reasons why it is important to have women serving in peace operations:²

1. **Improved operations and performance:** having greater diversity in terms of skills, experience, perceptions, and opinions among the peace operations personnel improves the quality of conflict analysis, decision-making, and planning. It also provides missions with more tools and options to respond to security threats.
2. **Better access:** having a greater staff diversity improves the ability of missions to interact with a greater diversity of women, men, girls, boys, and gender minorities in the local population. This enhances the mission's ability to collect intelligence and makes it more aware of often overlooked security threats, such as gender-based violence. In some cases, civilian men even prefer to speak to military women, as they perceive them as less threatening.
3. **Reflecting the communities we serve:** UN peace operations must convince the local population that they do not represent the interests of one group, but rather are a collective commitment of the international community to peace and security. The diverse members of the local community will be inclined to engage more constructively with a peace mission if they see that it includes people they can identify with.
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 gender minorities in the community, the population will be more willing to trust and support peace operations with diverse personnel.
5. **Help prevent and reduce conflicts and confrontations:** greater trust by the local population towards operations personnel increases the chances that programmes related to disarmament, demobilisation and reintegration, security sector reform, peacebuilding, and sustainable development are successful since they will be designed in a more inclusive and effective way, and with more buy-in from national stakeholders. In addition, peace operations that value male and female personnel equally also experience changes in their institutional culture. Skills seen as 'masculine', such as the ability to drive or use firearms, are beginning to be seen as equally important as stereotypically 'feminine' skills, such as verbal de-escalation and medical assistance. As a result, there is growing evidence of lower levels of confrontation between the personnel and the local population in places such as checkpoints when personnel are more gender balanced.³
6. **Inspiring and creating role models:** UN personnel can inspire the next generations of security sector personnel in the host country. Their behaviour and diverse representation can challenge gender roles, change attitudes towards gender equality, and demonstrate alternative models of security provision compared to those experienced by the population during the conflict. The host country also needs a diverse security sector.

Human rights: promoting gender equality and equal rights for women and men

Women have an equal right to serve in armed forces according to Article 21 (2) of the Universal Declaration of Human Rights, which guarantees that all people have the right to equal access to public service in their country. This right is enshrined in national legislation under Article 8 of the Constitution, Law No. 16.045 (1989) on the prohibition of discrimination on the basis of sex in the workplace, and Article 2 of Law No. 17.817 (2004) against racism, xenophobia, and discrimination. The Armed Forces, in accordance with the provisions of the National Defence Framework Law, have as a "fundamental mission the defence of the Nation, the population, sovereignty, independence, and territorial integrity, the Constitution and the Laws [...]", which includes respecting and promoting gender equality.

² UN Peacekeeping, "Women in Peacekeeping", available at: peacekeeping.un.org/en/women-peacekeeping, accessed November 28, 2020. The titles below are taken from this website, but the content has been written by the authors of this report.

³ 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/en/Publications/CRISTin-Pub/Female-Peace-keepers-and-Operational-Effectiveness-in-UN-Peace-Operations.

In addition, the Armed Forces are well placed to support the government in promoting its commitments to gender equality. As a signatory to the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1979), under Article 5 Uruguay is obligated to take measures to eliminate prejudices and practices based on the superiority or inferiority of the sexes or on 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 carry out educational campaigns to eliminate discrimination. By highlighting how women in the Armed Forces have successfully challenged stereotypical gender roles in Uruguay, the Armed Forces can play a leadership role in changing social norms of gender.

Justification for the selection of Uruguay as a pilot country

In selecting pilot countries for this research, DCAF sought to identify a geographically diverse set of major troop- and police-contributing countries that have demonstrated their commitment to deploying more women to peace operations. Uruguay is the only Latin American country in this pilot.

In relation to its population (less than four million people), there is one Uruguayan peacekeeper for every 280 citizens, which makes Uruguay the world's largest troop-contributing country (TCC) per capita in the world. In absolute terms, Uruguay ranked between 2000 and 2010 as the eighth largest UN TCC. It is also the main provider of peacekeepers in Latin America.

As of April 2020, women represent 7.3% of Uruguay's contributions,⁴ the majority of which are military personnel. Thus, Uruguay is seen as an established and committed TPCC with a good track record in deploying armed forces personnel and, increasingly, uniformed women.⁵ Therefore, the Uruguayan Armed Forces have the potential to further enhance the meaningful participation of their female personnel by:

- Ensuring that the **needs** of women in uniform who wish to deploy and those who are currently deployed are met.
- Ensuring that uniformed women have equal **access** to the rights, benefits, and resources allocated for the pre-deployment process, deployment opportunities, and post-deployment transitions.
- Ensuring that uniformed women can **participate** equitably in decision-making, planning, implementation, and evaluation of all activities related to peace operations by ensuring that qualified women are assigned to all roles in peace operations.
- Allocating **resources** at the national and organisational levels to create equitable work environments for women in uniform.
- Guaranteeing that uniformed women have a measurable **impact** on the way peace operations are conducted.

As an influential and respected TPCC, Uruguay can also share existing good practices with other TPCCs regionally and beyond.

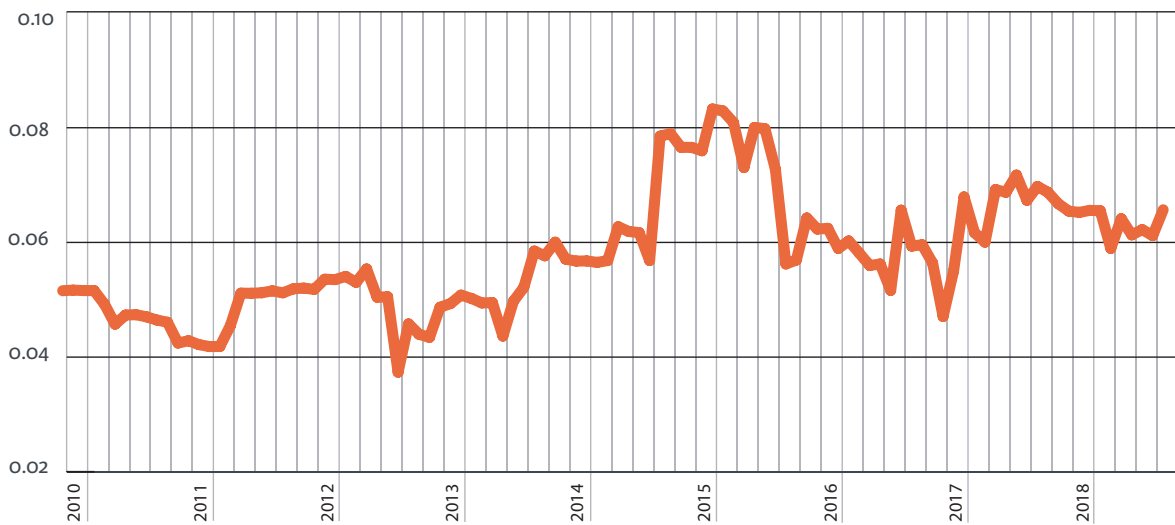
Uruguay: national profile and characteristics.

Background

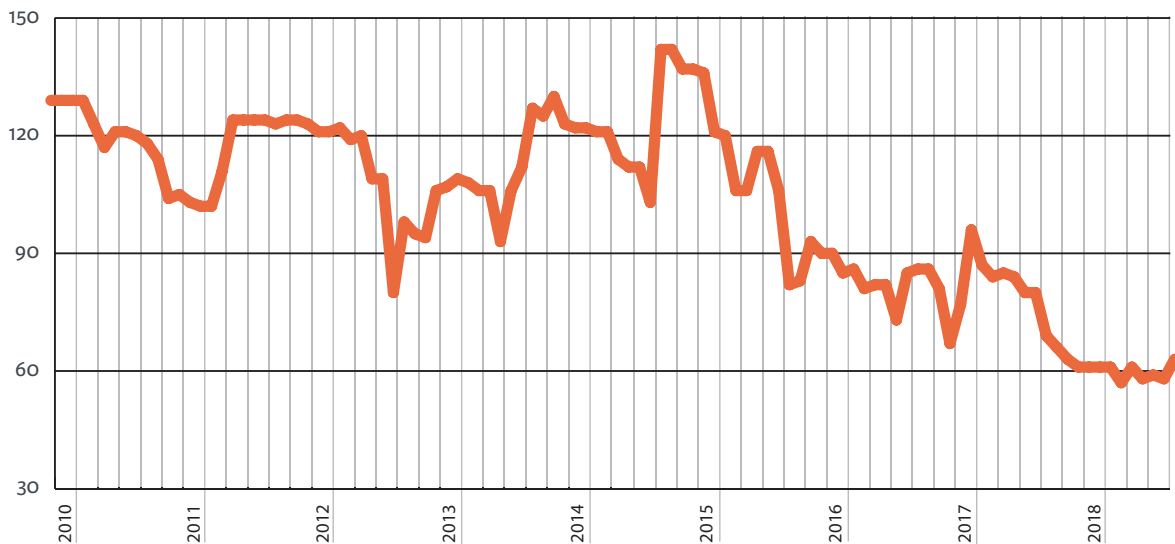
Uruguay, the second smallest country in South America, has a population of just over three million inhabitants, of which 5% identify as indigenous or part of an aboriginal people. It is a semi-presidential republic subdivided into 19 territorial districts, called departments, and 112 municipalities. Uruguay has a long history of commitment to women's rights. In 1876, the educational reforms introduced by José Pedro Varela, a prominent politician and defender of women's rights, safeguarded universal access for girls and boys to Uruguay's new system of compulsory, secular, and free public education. He was also instrumental in introducing protections in the workplace for pregnant women and new mothers. Uruguay was the first South American country to legally establish divorce (1907) and the grounds for divorce by the sole will of the woman (1913) and would have one of the most liberal laws in the world on this matter, anticipating by more than half a century the modifications that most divorce regimes in Latin America would undergo. Furthermore, the role of the women's movement has been central in the rather early recognition of women's rights in the country. For example, the National Council for Women, created in 1916 by Paulina Luisi, launched a decades-long campaign in favour of women's political and civil rights. The 1917 constitution established the legal basis for women's suffrage, which was exercised for the first time in 1938. In 1946, 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, control of property, inheritance, and child custody.

The 1990s were also a decade of advances for women’s rights in Uruguay: the government adopted a comprehensive set of laws to promote equal opportunities, non-discrimination, and equal participation in the workplace for men and women. Progress continues to this day, with Uruguay being the second country in Latin America to legalise abortion without cause in 2012. Civil unions for same-sex couples were legalised in 2008 and full marriage equality was achieved in 2013. Additionally, Uruguay introduced in 2015 one of the first integrated care systems in the region.⁶ Uruguay has also been a staunch defender of human rights on an international scale, having been a member of the UN Human Rights Council on three occasions (2006-2009; 2010-2012, and 2019-2021) with the Uruguayan diplomat Laura Dupuy Lasserre presiding the Council from June 2011 to December 2012. In addition, Uruguay co-chaired the Informal Group of Experts on Women, Peace and Security in 2017 and demonstrated its commitment to gender equality by increasing the representation of women in contingent troops as military observers and officers on UN missions. In 2020, Uruguay co-chaired the UN WPS Network of Focal Points.

Graph 1: Proportion of women in the Armed Forces of Uruguay deployed in peace operations



Graph 2: Number of women in the Armed Forces of Uruguay deployed in peace operations



6 Law No. 19353 that established the National Integrated Care System (SNIC).

The Armed Forces of Uruguay

The Armed Forces of Uruguay are made up of three branches: the Army, the Navy, and the Air Force. They operate under the authority of the Ministry of Defence. Uruguay is a country at the forefront of the integration of women in its security institutions. In fact, Uruguay incorporated the first women in 1921, the year in which the first Course for Military Nurses was established at the Military Hospital⁷. Later in the 1970s, women were effectively admitted to the Armed Forces as junior personnel in administrative, health, or service functions.

The progressive integration of women into the Armed Forces must be understood in the context of the transformation of internal policies at the beginning of the 1990s. After democratisation began in 1984, the Armed Forces experienced the need to remodel their role and importance in internal policies. Participation in peacekeeping and a new focus on human security, human rights, and gender equality were the pillars of the security sector reform process in which they participated. In this context, the Ministry of National Defence initiated a process of institutionalisation of gender equality that continues to this day.

In this context, in 1996 women were admitted for the first time to the General Artigas Military School, a public secondary educational institution. This represented a substantial change from the role of women in the Armed Forces by allowing them to enter professional military careers. The Military Academy of Aeronautics followed suit in 1997, as did the Army Military Academy in 1998 and the Naval Academy in 2000. The first graduates as Officers of the Command Corps of these schools reached the rank of Lieutenant Colonel in February 2020, being in a position to rise to the rank of General in 2028. In 2006 a woman Officer of the Army Command Corps joined a contingent of troops for the first time. In 2012, the Ministry of National Defence created a Specialised Commission on Gender, responsible for the development of gender equality policies and effective respect for human rights and non-discrimination in the Ministry of National Defence.

The Uruguayan contribution to peace operations

Historical Perspective

Uruguay has a long history of multilateral engagement as a founding member of the United Nations, as well as the Organisation of American States and MERCOSUR (the Southern Common Market). The country served twice on the UN Security Council in 1965-1966 and 2016-2017. Uruguay participated for the first time in a peace operation abroad in 1929. Majors Quinteros and Iribar of the National Army, later followed by several compatriots, through the Resolution of the League of Nations of September 12, 1929, participated in an international mediation group to conclude the Boreal Chaco War conflict between Paraguay and Bolivia, which ended in 1935. Starting in 1952, Uruguay began to send military observers to India-Pakistan, something that continues to this day. In 1982, as a result of the Camp David Accords, Uruguay deployed a contingent to the Sinai Peninsula. Uruguay's first large-scale participation in a UN peace operation took place in 1992, when Uruguay sent a contingent to the UN Transitional Authority to Cambodia (UNTAC). In total, Uruguay sent a total of 1,330 troops to that mission, i.e., approximately 5.5% of the total Armed Forces of the country. This epitomises a major shift in Uruguay's national and global defence strategy, with a refocusing of the role of the Armed Forces in global peace and stability rather than national politics, just six years after the end of the military dictatorship. In the following decade, Uruguay became the country that contributes the most United Nations troops per capita.

As enshrined in the 2010 National Defence Framework Law,⁸ participation in UN peace operations is a sovereign decision of the Uruguayan State, determined by its foreign policy in accordance with the objectives of its national defence policy. Furthermore, the participation of armed personnel in a peace operation is carried out on a voluntary basis. As of June 2020, more than 47,000 men and women from the Army, Air Force, Navy, and National Police had deployed as military observers, staff officers, international observers, IPOs, and as part of contingents. This number indicates the importance of Uruguay's commitment to UN peace operations. In total, Uruguay has participated in 34 UN peace operation. Currently, Uruguay's largest military contribution is to the United Nations Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO), which includes 7.9% of women.⁹ Uruguay does not participate in any regional peace operations, although in the past it did so under the mandate of the Organisation of American States (OAS).

7 General Order of the President of the Republic 2641 of July 6, 1921.

8 www.impo.com.uy/bases/leyes/18650-2010

9 peacekeeping.un.org/sites/default/files/o3_country_and_mission_28.pdf

Uruguay is a member of the Contact Group of the Elsie Initiative, a group of 12 countries that “have demonstrated a commitment to the meaningful participation of women in UN peace operations”. As such, Uruguay plays a key role in providing practical support to the Elsie Initiative. In addition, in 2017 Uruguay co-chaired with Sweden the Informal Group of Experts of the Security Council on Women, Peace and Security, showing its commitment to promoting the Women, Peace and Security agenda globally by encouraging the meaningful participation of women in peace operations. Both the Uruguayan Foreign Ministry and Armed Forces leaderships actively promote the deployment of women, as evidenced by the high number of women deployed in recent years, particularly in leadership roles such as military observers and UN staff positions.

Conditions under which personnel would withdraw from peace operations or other constraints

Events within the country do not affect the levels of deployments. Uruguay places great value on fulfilling its commitments to UN peace operations, considering that the deployment levels are linked to Security Council Resolutions (most of them under Chapter VII of the UN Charter) and are coordinated with the UN Department of Peace Operations, which requires predictability. In addition, the legal framework that involves the coordinated participation of the executive and legislative branches for the approval of deployments provides an additional level of predictability and broad political support.

Historically, the Armed Forces have been more active than the police force in providing contributions to UN peace operations. One of the reasons for this trajectory is that Uruguay has not faced a major threat to its sovereignty, which allowed it to deploy a significant part of its military personnel abroad. On the contrary, internal challenges related to public security require the full attention of the police.

02

Methodology

Methodology

Overview of the MOWIP Assessment

The MOWIP methodology is a unique tool to assess and improve the meaningful participation of women in peace operations. It provides a systematic and comprehensive framework to identify both existing good practices in a security institution and possible improvements in each of the ten issue areas identified as fundamental for the meaningful participation of women. Many of these relevant factors are not limited to the specific context of women's participation in UN deployments. Rather, they reflect the policies, practices, and experiences of women and men in the security institution in a broader manner. While the MOWIP methodology has a specific focus on UN peace operations, the good practices and potential improvements identified are importantly linked to the security institution in a much wider sense. Given that peacekeeping is a niche within a larger security institution, how well the institution is positioned to advance gender equality and inclusion overall has a direct relationship on the specific unit or department that manages peace support deployments.

The ten issue areas examined below include all the factors that determine the number and nature of women's participation in peace operations, from initial recruitment into the Armed Forces up to mission deployment. These factors can be positive (good practices at the institutional level that contribute to the meaningful participation of women) or negative (barriers to the meaningful participation of women at the institutional level). For each issue area, the MOWIP methodology uncovers whether and to what extent it constitutes a barrier or an opportunity. Its main objectives are:

- to provide a comprehensive set of issue areas within a given security institution that could be improved to increase the meaningful participation of women in UN peace operations;
- to identify good practices within the security institution that can be utilised, expanded and/or disseminated more widely, and
- to apply a set of tools and a comprehensive list of indicators to measure the importance of each issue area to increase the meaningful participation of women in the security institution.

The MOWIP methodology has three components. The **fact-finding form (FFF)** contains approximately 200 questions designed to collect qualitative and quantitative data from official sources on deployment to UN peace operations from the country and institution being assessed. It was completed by the RESDAL team. Once the first draft of the FFF was completed, the remaining data gaps were filled through **15 interviews with personnel in leadership and decision-making positions** (key decision-maker interviews) from the three branches of the institution, as well as from the relevant ministries.

The third component of the methodology is a one-hour **survey**. The Armed Forces sample included 380 total personnel, of which 196 were women. Additionally, 213 of the sample have been deployed on a mission. Of the total number of women in the sample, 111 have deployed. In the sample, 250 are from the Army, 78 are from the Navy, and 52 are from the Air Force. The highest rank in the surveyed Army was at the Colonel level and the lowest was at the Private level. The highest-ranking Air Force officer surveyed was at the Colonel level and the lowest at the Private level. The highest-ranking Navy officer was at the Naval Captain level and the lowest rank was at the 1st Seaman Apprentice level. About 72% of the people surveyed identified themselves as 'white', 10% as 'black' and 4% as 'indigenous'. Other persons surveyed identified themselves as 'mestizo' or did not identify a race. The average length of time that personnel have been in the military is 15 years. The average age when they entered the Armed Forces was 20 years old. Around 43% of the sample were senior personnel and 57% junior personnel. The average age of the respondent was 34 in the Army, 37 in the Navy, and 35 in the Air Force. Approximately 63% of the sample had children and 41% of the sampled persons were married.

The national assessment team collected the data with support from DCAF and Cornell University. The Cornell team then processed and analysed the survey data, focusing on statistically significant differences between women and men, and deployed and undeployed personnel. Each issue area is classified according to a colour code, with red being the most significant and green being the least significant. There are barriers to recruitment and deployment in general (♂♀) and specifically for women (♀)¹⁰. The analysis of the survey

¹⁰ The data were analysed in several ways. First, descriptive statistics were calculated for the entire sample, for female respondents, for male respondents, for respondents previously deployed to a UN peace operation, and for respondents who had never been sent to a UN peace operation. Second, t-tests, which determine the mean value of respondents between men and women and between deployed and undeployed personnel, were used to determine whether there was a significant difference between the respondents of the subgroups (by sex and deployment status). Third, regression models were run to determine whether men and women, as well as deployed and undeployed personnel, responded in a statistically significant way by controlling for other factors that may influence responses, such as age, rank, and branch. If there was a statistically significant difference between men and women (when there was a p value less than 0.1), we report the difference. If we do not report the different response rates for men and women, this

data considers rank, age, deployment prior to a UN peace operation, and military branch (Army, Navy or Air Force).¹¹ We identify statistically significant differences between the men and women who responded to the survey. Statistically significant differences indicate that if the survey were conducted multiple times, men and women would continue to respond in a unique way from each other when considering other factors that may also influence responses (such as rank, age, deployment status, and branch).¹² This indicates that the different responses between men and women may reflect real differences in their experiences and perceptions, rather than random chance or because women may be overrepresented in certain ranges, branches, or experiences. The data from the survey are compared with the data from the FFF to look for inconsistencies between institutional reforms and policies and the real experiences and perceptions of the Armed Forces personnel. The results of the analysis were presented and examined in the validation workshop. Therefore, the MOWIP methodology produces robust and evidence-based findings drawing on the perspectives within the institution, the knowledge acquired by the assessment team, as well as national and international experts who have an academic background in gender and peace operations. It can be used to provide transformative evidence-based recommendations that effectively address the root causes preventing uniformed personnel, particularly women, from deploying in peace operations. The use of a common methodology in many countries also enables the identification of universal barriers that need to be addressed at the UN level, and highlights good practices that can be scaled-up and adapted to other contexts.

RESDAL: the national research partner institution

RESDAL is a civil society organisation that, as a network, generates, connects and empowers the capacities and efforts of decision-makers, academics, and members of civil society in the field of security and defence. RESDAL collaborates with the construction of a safe and peaceful democratic environment in Latin America and the Caribbean as well as worldwide. Its mission is to be a think-tank and a centre of action that combines academics and practitioners, serving as a clearinghouse for the 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 of Latin America and the Caribbean,¹³ which has been published every six months since 2005, has established itself as the main source of information in the hemisphere and has been officially part of the process of the Conference of Ministers of Defence of the Americas (CDMA) since 2008. The organisation has also developed a programme on public security in Central America, which produced a Public Security Index¹⁴ and a Public (In)Security Index¹⁵ with the incorporation of some South American countries. RESDAL has a programme dedicated to Women, Peace and Security that dates back to 2008. RESDAL's involvement in this issue began with the implementation of a research project on the integration of women in the armed forces in the region, as well as in peace operations. In addition to contributing to the body of knowledge on this topic, RESDAL's research and advocacy have been key to placing the meaningful participation of women in the armed forces and peace operations on the political agenda at the regional level.

The programme on gender perspective included collaboration with the Gender Unit of the UN Department of Peace Operations (DPO) in the development of guides for military personnel, field research with the United Nations Stabilisation Mission in Haiti (MINUSTAH), MONUSCO, and the United Nations Interim Force in Lebanon (UNIFIL), in which military contingents from all regions of the world and civilian officials from these missions were interviewed, with recommendations to the High-Level Panel on Peace Operations, and collaboration with experts in training courses with different state institutions.¹⁶ Since then, as a natural extension of its knowledge and experience on the subject, RESDAL has continued to research the incorporation of a gender perspective in international peace operations. RESDAL is regarded as a regional centre of excellence with regard to the Women, Peace and Security agenda and, as such, was an obvious partner in developing and piloting the MOWIP methodology.

indicates that there was no significant difference between male and female respondents if the other factors were held constant. The regression models were run as logistic regression models when the answer was dichotomous (for example, when the question was a yes or no question) and ordinal logistic regression models when the response options were categorical or ordinal (for example, questions that ask the respondent how much s/he agrees with a certain statement). For continuous variables, ordinary least squares regression was used.

11 The ranks in the models were dichotomized as high ranking or low ranking. Army General, Brigadier General, Colonel, Lieutenant Colonel, Major, Captain, 1st Lieutenant and 2nd Lieutenant in the Army were considered of high rank; Admiral, Rear Admiral, Naval Captain, Commander, Lieutenant Commander, Lieutenant, Lieutenant Junior Grade and Ensign in the Navy, and General, Brigadier General, Colonel, Lieutenant Colonel, Major, Captain, 1st Lieutenant and 2nd Lieutenant in the Air Force.

12 Statistical significance was determined by a p-value of 0.1 or less in the regression models described in footnote 3.

13 Available at: www.resdal.org/ing/atlas-2016.html

14 Available at: www.resdal.org/libro-seg-2013/resdal-index-2013.pdf

15 Available at: www.resdal.org/ing/assets/resdal-dossier_ing_index_2016.pdf

16 More information available at www.resdal.org/wps/

Implementation of MOWIP in the Armed Forces of Uruguay

The MOWIP assessment for the Armed Forces of Uruguay was carried out between March 2019 and April 2020.

A key initial step was a first round of meetings with the authorities at the ministerial level and within the Armed Forces to achieve agreements and the authorisation for the development and planning of the implementation of the methodology. This step succeeded in securing the opening of the institutions and the designation of contact points in each branch for the monitoring and coordination of activities.

The RESDAL assessment team identified the greatest challenge would be to enable those who were the object of the study to participate freely and honestly. For this reason, they found it necessary to establish a climate of confidence and trust to cope with the implementation of a large-scale survey in a few weeks and to achieve useful results. This main challenge was also influenced by two factors:

- The localization of the questions, under the understanding that this is a comparative study.
- The short period of time to apply the survey, in the context of an electoral year.

The first step of the localization process was to form a team with people considered among the most expert in the country. There were issues that, as this study pertains to a comparative study in eight countries, could not be addressed or adjusted to the country's own cultural characteristics. Faced with this, the team's strategy was to take note and explain this to the participants, also stressing the fact that the country was one of those that had been chosen for the study.

The time was sufficient thanks to the openness and collaboration of the military institutions, which arranged everything that was needed. This favoured the generation of the environment that people needed to be able to participate.

The contact points supported the request for general information (to complete the FFF), and worked with the assessment team on the information related to the personnel to advance in the preparation of the sample. For each institution, the work modality was varied, either because they provided the personnel lists directly or because the team worked together with them. In all cases, the numbers and characteristics could be established to randomly select the personnel to be surveyed. Furthermore, for all cases a minimum number of substitute personnel with the same characteristics was selected (provided that this possibility existed). In general, some limitations arose in locations in the interior of the country, where there were not always female officers with experience in peace operations; this was settled by taking personnel from other departments that met these characteristics.

The collaboration of the institutions allowed the team to focus on how best to collect the data, so that the results were valid and reliable. Some of the things that the team considered for this were:

- The mechanism for data storage and access that was established with Cornell University (data in the vault: once the survey was done, only the university could access the information).
- Confidentiality agreements with the team.
- A random and representative sample: everyone involved (superiors and personnel) knew how it was done and that it was truly random. This was also explained to the people surveyed.
- Building a diverse and capable team of enumerators was key. They were trained in confidentiality, respect for the opinion and work of the people, knowing how to listen, being flexible, and understanding how the studied military institutions function. It was essential that each person surveyed perceived that her/his case was unique, that her/his opinion mattered, that her/his work was respected, and that there was no judgment on what s/he said.
- Sharing information with each of the authorities, and information with each of the participating people. In this sense, the team established a supervisor who communicated with the high command and with those who were waiting, transmitting information and coordinating, as far as possible trying to respect people's times so as not to make them wait to be surveyed. In this way, the correct performance of the enumerators was guaranteed in all cases, even considering potential problems. Several minutes were used at the beginning to explain what the survey was about, show how the survey app worked, what was going to happen to their responses, etc.

The coordination of the team, with the contact people of each branch (in a close and collaborative work mechanism) and the role of the supervisor were crucial to achieve the objectives set.

The survey was applied to 380 people; the distribution among the three branches was considered proportionally according to the personnel of each one (Army: 248, Navy: 80, Air Force: 52). A proportional geographical distribution was also considered: the survey was carried out in different units in the following departments: Canelones, Cerro Largo, Colonia, Durazno, Lavalleja, Maldonado, Montevideo, Paysandú, Rivera, Rocha, Salto, and San José. Finally, and at the request of the project coordination, for the three forces the team conducted surveys of the personnel currently deployed in peace operations, which meant special coordination procedures with the personnel that perform functions in the DRC - MONUSCO mission.

The confidentiality of the responses was a central element, so the survey was applied individually and administered by each member of the trained survey team. The 380 surveys were taken in places determined by the high command, ensuring that the person's responses were only heard by the enumerator. In certain sections the device was given to the person to answer privately.

The survey applied had approximately 300 questions that responded to the different issue areas that the methodology seeks to measure. They were contextualised respecting the indicators to be obtained but aiming at adapting them as much as possible to the reality of the country in terms of the use of language (with specific phrases) and their own cultural sensitivities.

The team also worked on completing the FFF based on legislation, plans, internal regulations, journalistic notes, and interviews with decision makers, officials, and key informants. The questions in the FFF were organised again based on the issue areas. The development of the interviews with officials and key informants was separated into two moments: a first part at the beginning of the work in the first months while the application of the survey was coordinated and negotiated, and another almost at the closing of the surveys and after them, in meetings that were used to add to the information already collected. Some 15 semi-structured interviews were conducted with the Armed Forces and the Ministry of National Defence that were focused on obtaining the information necessary to complete the FFF. The people interviewed signed a consent form stating whether it could be recorded and cited. In both cases the possibility of consenting or not what was left to the will of the person interviewed.

All the data collected during the implementation by RESDAL was delivered to the DCAF and Cornell University team, and the information from all the applied surveys was sent directly to the Cornell University server, which was responsible for its processing.

03

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 enhance the meaningful participation of uniformed women in UN peace operations. More 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 Are there enough women in national institutions? (P. 28)		
	2	DEPLOYMENT CRITERIA Do the criteria match the skills needed in operation? (P. 36)	9	10
	3	DEPLOYMENT SELECTION Does everyone have a fair chance to deploy? (P. 44)	GENDER ROLES Do preconceived attitudes about women preclude their ability to deploy? (P. 78)	SOCIAL EXCLUSION Are women treated as equal team members? (P. 84)
	4	HOUSEHOLD CONSTRAINTS Are there arrangements for the families of deployed women? (P. 49)		
Deployment stage: including conditions for women during operation				
	5	PEACE OPERATIONS INFRASTRUCTURE Are accommodation and equipment designed to meet the needs of women? (P. 55)		
	6	PEACE OPERATIONS EXPERIENCES Do positive and negative experiences in peace operations affect women's deployment decisions? (P. 61)		
Post-deployment stage: including factors affecting redeployment				
	7	CAREER VALUE Do deployments advance women's careers? (P. 69)		
ALL STAGES				
	8	TOP-DOWN LEADERSHIP Do leaders at all levels support the deployment of women? (P. 72)		

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

Understanding the results

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

How the classification of each issue area is determined¹⁷

Findings for each issue area were drawn from three data sources: the fact-finding form (FFF), key decision-maker interviews, and the survey. The data is 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. Then, all the indicators for each issue area are examined together to determine whether the issue area is ranked as a high, medium or low priority for follow-up activities.

In ranking the issue areas, the methodology also analyses differences in the results of the FFF, the interviews, and the 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.

Therefore, the findings highlight the opportunities and barriers to meaningful participation of women in UN peace operations, as well as gaps in the implementation of existing policies and differences in perception among high and low rank personnel, and between women and men.

Cross-cutting issue areas

Issue areas 9 (gender norms) 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 a section on how these cross-cutting issue areas have affected the results. This will help guide recommendations as transformational change can involve both policy and mindset changes.

Differences between branches

The Army, Navy and Air Force participated in this assessment. Although the similarities and differences between the three branches were measured, the survey sample is not large enough to measure statistically significant differences in the responses of the personnel in each of the three branches for most of the questions. The significant differences found are included in the findings. Otherwise, more research will be needed if the Armed Forces wish to explore the differences in barriers and opportunities for women in each branch based on the findings of this report.

Additional information

The report contains the most important findings identified by DCAF and Cornell University. If necessary, additional analyses can be carried out 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 Armed Forces of Uruguay to meet the objectives of the UN Uniformed Gender Parity Strategy for 2028: 15% of the troops and 20% of military observers and staff to be women.

Summary of findings

Entry into the Armed Forces, as well as participation in peace operations, is voluntary. This information is key when analysing the data obtained and the possible strategies for recruiting personnel.

With 18% of the Armed Forces being women, the eligible group is large enough for the Armed Forces to meet the objectives of the *UN Uniformed Gender Parity Strategy*. However, women consider that they have fewer opportunities for deployment. This is likely due to a combination of factors, including the fact that women may be overrepresented in positions that do not get deployed and that, although training, uniforms, accommodation, and equipment are the same for all deployed personnel depending on function and not gender, women perceive that they have less access. The Armed Forces, therefore, could address some of these factors to increase the number of serving women who are eligible for deployment.

OPPORTUNITIES

- The recruitment of women is encouraged; height and fitness requirements are gender specific.
- Women have reached leadership positions and some units are more than 20% female.
- There are no prohibitions for women serving in combat.

BARRIERS

- There are no recruitment campaigns aimed exclusively at women; women are less likely than men to join the Armed Forces.
- Women are overrepresented in administrative and logistical roles and underrepresented in combat roles.
- Women perceive that they receive less training than men and that they are less likely to be deployed.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Everyone is supposed to have equal access to uniforms and equipment, but it is reported that this is not the case in practice.
- Men report having more opportunities than women when it comes to deployments, leadership positions, and training, and are more satisfied with bedrooms, uniforms, and equipment.

DIFFERENCES BETWEEN BRANCHES

- The percentage of women in the Air Force (29%) and the Navy (26%) is higher than in the Army (14%).
- Women in the Air Force are most likely to be deployed (18%), followed by the Navy (11%) and then the Army (7%).
- Women in the Navy are more likely to have undergone training abroad (30%) followed by the Air Force (22%) and then the Army (16%). About the same number of men have undergone training abroad in all branches.
- Women in the Air Force in particular reported that the uniform is not suitable.

The findings in detail

Box 1.1 Women in the Armed Forces

The inclusion of women in the Uruguayan Armed Forces followed the gradual evolution of the status of women in Uruguayan society. Uruguay incorporated the first women in 1921, the year in which the first Military Nurses Course was instituted at the Military Hospital, established by the General Order of the President of the Republic 2641 of July 6, 1921. They entered the Air Force for the first time in 1949, in the medical corps. Women were formally admitted in the Navy in 1992 to perform combat and operational functions, through a selection and recruitment procedure. In the Army, in 1973, women were incorporated into the military police and in administrative, logistical, and operational tasks.

They were admitted to the military academy of the Air Force in 1997, of the Army in 1998 and of the Navy in 2000.

The total percentage of women in the Armed Forces of Uruguay is 18%. However, the interviews indicated that the percentage depends on the branch.

By 2020 (entering in 2021), 319 people applied to the Army academy, of which 218 are men and 101 women. For the Naval academy, 107 people applied, of which 85 are men and 22 women. For the Air Force academy, 178 people applied, of which 154 are men and 24 women.

The Armed Forces of Uruguay deploy contingents, experts/observers, and personnel. As such, the deployment opportunities for women are diverse. According to interviews, 10% of women have been deployed to a mission.

OPPORTUNITIES

Informal quotas encourage the hiring of women

There are no official quotas for women in the Armed Forces. However, there were informal quotas of 20% in the Air Force and 10% for the Army in general until 2006.

Women have reached leadership positions in the Armed Forces

Women are occupying managerial/leadership positions. The Air Force has women from the command corps with the rank of Lieutenant Colonel since 2018, the Army since 2019 and the Navy has its first female Commander since 2020.

There are no prohibitions for female soldiers in combat

There are no prohibitions for female soldiers in combat. Combat weapons training is part of additional combat unit training and is not exclusive to men.

Some divisions, units, institutes, and branches are made up of 20% of women

In 2019, in the Air Force women represented 18% of the I, II and III Air Brigades (195 women of 1,096 personnel), 19% of the contingents (26 women out of 139 personnel), and 42% of the air command (156 of 369 personnel members).

In the Navy women made up 26% of the fleet (87 of the 333 troops), 27% of the National Naval Prefecture (Prefectura Nacional Naval or PRENA) Coast Guard (44 of the total 162 troops), and 7% of the Infantry (51 of the 706 troops).

Women and men have adequate bathrooms

There are women's bathrooms in every building in the country. Box 1.4 shows that, in the different branches, the women and men surveyed had access to adequate sanitary facilities. About 91% of the women reported that there were adequate toilets for women and 5% reported that the toilets were inadequate. About 98% of the men reported adequate toilets.

There is accommodation for the families of military personnel

Around 71% of surveyed personnel reported that the Armed Forces provided adequate housing for families and 14% said that housing was provided, but not adequate.

Pay is regularly on time

About 92% of the personnel surveyed reported that they had never experienced a postponed, late, or missed payment. Only 6% did this happen once or twice.

The waiting time for deployment is short

About 40% of the deployed personnel surveyed waited two to three months from approval to deployment. Some 37% waited four to six months. Only 2% waited more than a year.

Height requirements match population demographics

There are certain restrictions on entering the Armed Forces. There is a height restriction. The height limit is 1.55 m for women and 1.60 m for men. The average height in Uruguay is 1.58 m for women and 1.73 m for men. This height requirement matches the average height of men and women in the country.

Entrance aptitude tests are gender-specific

The aptitude test to enter the Armed Forces is gender-specific and is adapted according to the position for which the candidate is applying.

BARRIERS

Ensuring eligibility

There are no recruitment campaigns aimed exclusively at women

There are no specific recruitment campaigns targeting women. Recruitment campaigns for military academies target both men and women. They include the participation of junior officers, women and men, who visit secondary schools or participate in other public events.

Independent research and recruitment to join the Armed Forces

According to the survey, most women enter the Armed Forces for job stability (49%), for financial reasons and salary (39%) and for the benefits (21%). Women are more likely to join the military due to financial incentives (39% of women compared to 25% of men) and benefits (21% of women compared to 12% of men). In addition, 24% of the personnel report that they joined due to the presence of family members in the Armed Forces. Women were less likely than men to join the Armed Forces because it was a childhood dream; 25% of men joined because it was a childhood dream compared to 16% of women. About 28% of men joined to serve the country compared to 16% of women. Approximately 12% of all people surveyed joined to help people and 7% joined to have an adventure.

Women were less likely to do independent research to find out how to join the Armed Forces (19% of men compared to 12% of women). About 52% of those surveyed heard about joining the Armed Forces from their family members and 22% heard about it from friends. About 4% heard about it from the newspaper and 2% heard it on television, 2% on the radio, and 2% on social media. In addition, 3% heard from the school or a teacher, 2% from a mentor (women were more likely to hear from a mentor, 4% of women and less than 1% of men), 27% heard about the opportunity from a recruiter, and women were less likely to find out about it from a recruiter.

Women were more likely to have female relatives in the Armed Forces: 7% had mothers in the Armed Forces compared to 3% of men, 13% had sisters in the Armed Forces compared to 2% of men, 6% had aunts in the Armed Forces versus 0.5% of men, and 5% had female cousins in the Armed Forces versus 0.5% of men. Around 35% of the people surveyed had a father in the Armed Forces, 11% had grandparents in the Armed Forces, 23% had siblings in the Armed Forces, 28% had uncles in the Armed Forces, 15% had male cousins

in the Armed Forces. 30% had no relatives in the Armed Forces. Respondents from the Army and Navy were less likely to say they had no family members in the Armed Forces compared to those in the Air Force.

Women and men enter the Armed Forces via different ways. Women are more likely to enter the Armed Forces through technical schools (11% women and 5% men) and are less likely to be recruited (26% women and 29% men) or go through the officer training school than men (25% women and 45% men). 28% of the women and 19% of the men entered the army by other means, that is, directly into some of the different divisions and after a training course of generally three months.¹⁸

Women are underrepresented in combat positions and overrepresented in administrative and logistical positions

The term ‘combat positions’ is frequently used to differentiate between administrative and logistical personnel, from personnel who fulfil all operational tasks within a unit and are permanently trained for it. In theory, all personnel entering the Armed Forces must be able to perform combat roles regardless of their attributed task (logistics, administrative or combat). Upon entering the Armed Forces, they should complete a period of basic military training and then undergo annual training updates and evaluations, according to their specialty.

The genesis of the entry of women into the Armed Forces shows us that this has not always been the case. Currently, for some administrative and logistical positions, specialized civilian personnel enter the Armed Forces and follow a shorter induction process, resulting in not being completely prepared to occupy combat positions.

It should be noted that the number of female junior personnel is increasing in the administrative and logistical units as well as in the military academies for officers.

There are still relatively few women in high-ranking positions

Due to the fact that women only entered military academies relatively recently, the proportion of women in high ranks in the military has not yet reached 20%.

Women are less likely to hold leadership positions compared to men

While women do hold command positions in the three branches, they occupy fewer leadership positions than men. Male respondents reported holding 4.6 leadership positions on average and female respondents only held two leadership positions on average. While 79% of men reported holding at least one leadership position, only 67% of women reported holding a leadership position.

Box 1.2 shows that a gender gap in leadership positions between men and women persists in all ranks and widens as the rank increases.¹⁹ This is because there are fewer women with the required rank to fill these positions. Among the lower-ranking respondents, 47% of men and women have held at least one leadership position, with men occupying 0.91 leadership positions and women 0.84 on average. Among mid-range respondents, 96% of men and 88% of women have held at least one leadership position, with men occupying an average of 4.5 leadership positions and women 2.4. Among senior respondents, 97% of men and 89% of women have held at least one leadership position, with men occupying an average of 5.2 leadership positions and women 3.9.

Box 1.2: Leadership by rank and gender

	High Rank		Medium Rank		Low Rank	
	Men	Women	Men	Women	Men	Women
In how many leadership positions have you served?	0.91	0.84	4.5	2.4	5.2	3.9
Percentage that served in at least 1 leadership position	47%	47%	96%	88%	97%	89%

¹⁸ Respondents from the Army were less likely to enter via officer school and more likely to enter through other ways.

¹⁹ High rank (within the sample) was defined from Navy Captain/Colonel to Lieutenant Junior Grade/1st Lieutenant. Middle rank (within the sample) was from 2nd Lieutenant/Ensign to Sergeant/Petty Officer 1st Class. All lower ranks were considered low rank.

Women spend less time on basic training

The women surveyed spent less time on basic training. Around 68% of women spent less than 0-6 months in basic training compared to 45% of men. Around 54% of men reported spending 19 months or more in training, compared to 31% of women.

Women are less likely to participate in peace operations

In total, 7% of the Army members who have been developed once are women, while 43% of the Army members who have been developed once are men. By 2019, 7,844 uniformed personnel had experience with a peace operation. Of these, 15% are women.

In the Air Force, 18% of people who have been deployed to one mission are women (81 of 449 personnel), 8.7% of people who have deployed to two missions are women (26 of 298 personnel), and 34.3% of personnel that have never deployed are women (658 out of 1918 troops). Within the Air Force, 14% of people who have been deployed are women (107 of 747 personnel with mission experience). In the Navy, 1,345 have deployed once with 149 women deployed once (11%), exceeding the percentage of women in this force.

Around 8% of the people surveyed had been sent to a regional peace operation (Colombia or Haiti). Women surveyed also reported that they deployed fewer times than men: women deployed to an average of 1.6 missions in average, compared to men, who deployed to 2.6 missions in average. Women were also deployed for less time. Women deployed for an average of 14 months compared to men, who deployed for 23 months. Respondents from the Navy and Army reported that they deployed for fewer months than those from the Air Force.

Uruguay does not have exclusively female battalion units

Uruguay does not have exclusively female battalion units.

Creating an eligible pool

Women receive less in-service training than men

According to the FFF and the interviews, women and men participate in training opportunities both nationally and internationally. In the survey, 86% of the sample has completed at least one in-service training. Women reported having completed an average of 5.6 in-service trainings compared to men, who completed an average of 8.4 in-service trainings. Box 1.3 shows the breakdown by branch: in each branch, women receive less in-service training than men.

This is explained because most women fulfil administrative tasks and not operational roles for which more training is received.

Not all skills are required in training

Computer training is only a part of specific training for some administrative units and / or departments, while all individual training for the army requires training in firearms. This means that only some people are trained in computer skills, as it is not a required skill in the Armed Forces.

Women are less likely to participate in international training

Approximately 32% of the sample has received international training. About 45% of the men surveyed received training compared to 19% of the women. Of those who received international training, women reported receiving 2.6 trainings and men receiving 3.11 trainings. Box 1.3 shows the breakdown by service. Regardless of the service, women were less likely to receive international training than men. This could be because most international training is combat-related or primarily linked to combat functions.

Box 1.3: Training in all services by gender

	How many times did you have the opportunity to participate in military training provided by other countries? (percentage of people who responded one or more times) (all respondents)			How many internal trainings have you participated in during your career? (all respondents)		
	Total answer	Answers by women	Answers by men	Total answers	Answers by women	Answers by men
Total	32% received international training at least once	20%	45%	7 in-service trainings	6	8
Army	29%	16%	44%	6	5	8
Navy	37%	40%	45%	9	7	11
Air Force	35%	22%	48%	6	6	7

Retention of pool

Better salaries elsewhere are one of the main reasons why people want to leave the Armed Forces

In recent years, the Armed Forces experienced a decrease in the number of personnel. In 1988, there were 22,674 soldiers in the ground force and twenty years later the number is 14,519. There has been a drop in troop numbers by at least 10,000 in the last 30 years. The Navy has seen a reduction, especially in the last ten years. It went from 5,613 in 2006 to 4,587 in 2017. There has also been a reduction in the numbers of officers. In 2010 there were 600 officers and in 2018 there were 483. The Air Force has lost 400 members of personnel in the last 17 years. The average voluntary withdrawal from the force in the last three years was 17 officers per year. There is no sex-disaggregated data on this topic.

However, respondents reported that the common reasons they had heard from people for considering leaving the Armed Forces were better salary opportunities (86%) and the inability to advance one's career in the Armed Forces (4%). Only 6% reported not knowing anyone who would have considered leaving the Armed Forces. The percentages were similar in the different branches.

Women are less likely to have barracks suited to their needs

According to the FFF, there are adequate military barracks for women. However, 80% of women reported that there were adequate barracks for women in Uruguay, compared to 94% of men who had adequate barracks in Uruguay. Around 6% of the women surveyed reported that there were barracks, but they were inadequate.

Inadequate access to barracks and bathrooms may be due to outdated infrastructure. An interview said, "On ships, because ships are designed for crews from past times; the ships that we have are half a century old, so the ones we use are not designed for a woman on board, so it is not easy in all cases to implement an exclusive space for women. In cases where it is not easy to implement it, the ship's commander himself, like his entire chain of command, looked for a way, and the women and men adapt to the fact that this bathroom or space is used by women."

Most women report not having access to adequate uniforms

Most of the women in the three branches reported not having received adequate uniforms in the country. Work uniforms are not designed for women, but dress uniforms are made for women (specifically skirts). 40% of women reported receiving adequate uniforms, 55% of women reported not receiving uniforms, and 5% inappropriate uniforms. Although access to suitable equipment is also a problem for men, more women than men report not having access to suitable equipment. In fact, they are the same for everyone, as one male interviewee said: “It is exactly the same, if she is size M and I am M, we exchange uniforms”.

Women are less likely to receive the right equipment

Only 16% of the women surveyed received adequate equipment; 81% did not receive adequate equipment and 3% received inadequate equipment. About 33% of the men received the appropriate equipment.

Box 1.4: Access to equipment and infrastructure by branch ²⁰

Do the facilities in the force provide specific spaces / bathrooms / uniforms / equipment for men / women when they are NOT deployed at their locations in Uruguay?				
	Total	Army	Navy	Air Force
Barracks for women	80%	86%	68%	74%
Barracks for men	98%	93%	92%	100%
Bathrooms for women	91%	92%	85%	93%
Bathrooms for men	98%	99%	95%	96%
Uniforms for women	40%	38%	43%	0%
Uniforms for men	37%	36%	40%	40%
Equipment for women	16%	18%	11%	15%
Equipment for men	33%	32%	34%	32%

Deployment extensions in UN peace operations

Extensions for military observers are not common

The extensions are granted upon personal requests and if the person is not immediately needed in the country. Additionally, the extension is granted as long as there are no pending disciplinary issues.

Women are less likely to receive an extension

In Uruguay deployment to peace operations is voluntary and so are deployment extensions. The probabilities of deployments are therefore strongly linked to the degree of voluntariness. Women surveyed reported being less likely to receive extensions than men. Around 30% of women had ever received an extension compared to 40% of men. Within the Army, 29% of women and 33% of men received at least one extension. In the Navy, 46% of men and 22% of women received at least one extension and in the Air Force, 64% of men and 42% of women received an extension.

Redeployment to UN peace operations

Women are less likely to redeploy than men

According to the FFF, approximately 42.5% of men and 24% of women redeployed. There are no formal redeployment programmes.

Women are less aware than men of programmes to support redeployment

About 44% of men surveyed reported that the Armed Forces had a specific programme to help redeploy to UN peace operations, compared to 27% of women.

Some members of the personnel do not believe they will be redeployed to a UN peace operation €

Approximately 39% of respondents who had previously deployed to a UN peace operation believed it was highly likely or likely that they would be redeployed, 20% were neutral, 41% believed it was unlikely or not likely at all. Among those surveyed from the Army who had previously deployed to a UN peace operation, 38% believed they were very likely or likely to redeploy, 18% were neutral, 44% believed it was unlikely or not likely at all that they would be redeployed. Among those surveyed from the Navy, 45% believed they were highly likely or likely to redeploy, 20% were neutral, 35% believed it was unlikely or not likely at all that they would be redeployed. Among the Air Force respondents, 33% believed that redeployment was very likely or likely, 30% were neutral, 37% believed it was unlikely or not likely at all.

Gaps in perceptions and experience

This is a medium-level issue area in terms of gaps between institution and perceptions, and in terms of differences between men and women. The main implementation gap relates to access to uniforms and equipment: members of the personnel declare that they do not have access to adequate uniforms and equipment. There are also differences between men and women when it comes to deployments, leadership positions, training, the way people join the Armed Forces, access to dormitories, uniforms, and equipment.



ISSUE AREA 2:

Deployment criteria

MEDIUM
PRIORITY

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

Summary of findings

Deployment criteria constitute an issue area of medium priority for the Armed Forces of Uruguay. This affects both men and women, with less evidence that it disproportionately affects women. Confusion about the minimum criteria may stem from the fact that the survey questions were geared to the requirements of individual deployments rather than contingents; most of the personnel surveyed corresponded to contingents.²¹ This result may also mean that some members of the personnel mistakenly think that they are not eligible for deployment. The deployment criteria (which are based on UN requirements) include the skills that men are most likely to have (such as being able to use a light weapon) while excluding the needs for the skills that women are most likely to have (such as communication) based on operational requirements.

OPPORTUNITIES

- Age and years of service requirements are the same for women and men.
- Combat experience (which most men have) is not a requirement for deployment.

BARRIERS

- There is confusion among personnel about the requirements for individual deployment.
- There is a discrepancy between the deployment criteria and the skills previously deployed personnel deem necessary. Qualified women and men with the right skills can be overlooked if they do not meet the criteria.
- Necessary skills for which women have an advantage, such as communication, are not part of the criteria.

CROSS-CUTTING ISSUE AREAS

- There is a gender bias in the deployment criteria as they are based more on certain stereotypical 'masculine' attributes of peacekeepers, such as physical fitness, vehicle handling, and weapons handling. Other skills assessed as important by deployed personnel, such as communication, are not included in the deployment criteria. It should be noted that most of these criteria are established by the UN.

GAPS IN PERCEPTIONS AND EXPERIENCE

- The minimum requirements listed in the official policy are not the same as what the members of the personnel believe to be the minimum requirements.
- Women and men have different perceptions of what the minimum requirements are.

DIFFERENCES BETWEEN BRANCHES

- While members of the personnel agreed that communication and the ability to work with people from other countries were the most important skills for deployment, the Army listed combat skills as the third most important, while the Navy and Air Force listed the ability to speak English.
- There were small differences in the perceptions of the minimum criteria for deployment among the branches. Box 2.3.b shows more details.

The findings in detail

Box 2.1 Deployment criteria implemented in Uruguay

Individual deployment (observers or staff officers) (criteria based on UN requirements)

- Individual and family psychosocial evaluation
- Medical evaluation
- Rank (UN requirement)
- Linguistic ability (for observers)
- Specialised military occupation, which includes drivers, radio operators, and collective weapons operators, among others
- Tactical small arms skills
- Standard driver's license
- An annual fitness test in the Armed Forces is required to be considered trained and in good physical condition. All applicants must meet this requirement for deployments
- Disciplinary Record: Members of the personnel cannot go on a mission if they have disciplinary problems. The Head of SINOMAPA certifies that the person who goes on a mission is not included in a disciplinary database that SINOMAPA manages in accordance with UN regulations. Apart from that, each Force has its own internal disciplinary database, so volunteers are selected before being presented to SINOMAPA.

The following criteria are not required:

- Additional driving test
- Computer test
- Combat experience
- Recommendation letter
- Formal permission from supervisors (although the supervisor will be asked to confirm that the applicant's release for UN deployment will not compromise the current operations of the unit)

Deployment via a contingent

In cases when a call for a contingent is opened, the positions to be covered are not specified: people apply without knowing which position they will fill. Afterwards, it is decided where to place the candidates based on their abilities and the positions that remain to be filled.

The contingents are assembled according to an organisation chart with key positions for both officers and junior staff. For example, a captain may be a Company Commander but if s/he has some specialisation in logistics, it is very likely that s/he will be sent to the General Staff to cover that specialty. A Corporal can go as Rifle Group Leader, but if s/he is an armoured driver, it is very likely that s/he will be used in this specialty.

OPPORTUNITIES

Age requirements are the same for men and women

Men and women can volunteer to be deployed in a UN peace operation when they enter the Armed Forces, which can be done at age 18. As for the maximum age, it corresponds to the retirement age established in current legislation: 48 years for soldiers and 55 for specialist soldiers or equivalent.

Years of service requirements are the same for men and women

The number of years of experience in the Armed Forces required for deployment in a UN peace operation is two years. However, members of the personnel can formally register as a volunteer from the age of 18, so there would be no prior service requirement.

The personnel knew some of the criteria for deployment

About 92% of the personnel knew that physical fitness tests are required for deployment. Only 20% believe that a computer test is required for deployment. Approximately 98% of personnel knew that a psychological test was required for deployment. Only 6% believe a letter of recommendation is needed. Women were less likely to believe this was a requirement (4% of women compared to 9% of men). About 98% knew that a medical test was required for deployment. Only 14% of all respondents believe there is a certain rank to be able to deploy, 94% believed that there was a minimum rank to be deployed corresponding to a 1st class Soldier (Army), 1st class Sailor or 1st class Soldier (Air Force). Women were more likely to believe this (97% of women compared to 91% of men). Less than 1% believed that being single or not having children was a requirement.

Most personnel believe that deployment selection is based on having the right skills

Nearly 79% of the people surveyed believe that other people were chosen for the deployment because they had the right skills. Of those surveyed who had applied for a peace operation and were not selected, 4% believed it was because they did not have the right skills, and of those who did not apply, 7% said they did not apply because they did not have the right skills.

There is a standard process for recording disciplinary conduct

There is a SINOMAPA disciplinary database to ensure that no person is deployed if they present a criminal record.

GOOD PRACTICE BOX:

Adoption of Measures To Prevent Sexual Abuse and Exploitation

Uruguay adopted a series of measures aimed at implementing the UN's "Zero Tolerance Policy for Sexual Abuse and Exploitation" (2003). Recreation and well-being conditions for personnel were improved, psychological assistance was integrated, and the deployment of Legal Advisors in the National Contingent was enabled; the UN initiative on the appointment of National Investigative Officers and the "Human Rights Screening of United Nations Personnel Policy" (2012) was supported and implemented, which requires certifying that the personnel deployed is free from accusations of human rights violations or sexual exploitation and abuse. As part of the institutional policy of taking on SEA and/or paternity investigations, the Ministry of Defence approved a Protocol of action that standardised the complaints procedure. When a case of presumed paternity arises, consent is obtained from the officers to carry out the DNA test confirming or ruling out biological paternity. In these cases, there is also a Focal Point for consular assistance within the orbit of the Ministry of Foreign Affairs. Inter-institutional coordination between the Ministry of Defence and the Ministry of Foreign Affairs has been important for the resolution of cases. Faced with the violation of the rules, different measures are adopted ranging from disciplinary sanctions to convictions for military crimes or common crimes.

BARRIERS

Family considerations are not considered for UN deployments

Family considerations are not taken into account for UN deployments. Deployment is voluntary and is considered a personal decision. Support systems may be in place to help the person, or their family, with social workers or psychologists if necessary. However, if missions were more family-friendly, women may be more willing to volunteer.

Communication skills are necessary for deployment

Communication skills are necessary for the deployment, but competencies in this area are not listed as criteria for selection by the UN and thus by the country. Training is provided on communicating with locals and other members of peace operations, but it is only based on what the UN training modules contain.

About 99% of responses indicated that communication and listening skills are believed to be important to the success of a peace operation. Women were slightly more likely to report this than men.

Confusion about requirements

There seems to be some confusion about some of the requirements for deployment. About 54% of the people surveyed believe that a driving test is a requirement for deployment. About 55% believe that a written exam is a requirement: 54% of women versus 56% of men. Women were less likely to believe that there is a rank-related requirement (10% of women compared to 20% of men). Approximately 65% believe a small arms or tactical test is required. Only 58% knew there was a requirement for a clean disciplinary record. Around 52% believed that a permission of their superior was needed. Women were more likely to believe this than men: 56% of women believed that a permission was needed compared to 47% of men.

About 94% of the people surveyed believed there was a minimum age requirement (the average answer was 19) for deployments; 88% believe there is a maximum age requirement of 51 years.

Approximately 41% believed that a specific number of years in service was required (women were less likely to believe this). Although, on average, it was correctly believed that it takes two years of service before being eligible to go on a UN peace operation, women believed you needed 2.2 years of service and men believed you needed 1.9 years of service.

About 65% of those surveyed believe that written tests should be available in English, 72% believe that it should be available in Spanish, and 28% believe that it should be available in French.

Box 2.2a shows the percentage of respondents who believed each requisite was a requirement, broken down by deployment status, gender of the person surveyed, and branch of service. Box 2.2b shows the percentage of deployed personnel who thought each requisite was a requirement, broken down by way of deployment.

Box 2.2a: Please mention the requirements necessary to be deployed in a UN peace operation by prior deployment to UN peace operations and by branch

Requisite	Total	Deployed personnel	Not deployed	Women	Men	Army	Navy	Air Force
Driver´s license	54%	56%	51%	52%	55%	52%	54%	59%
Fitness test	92%	93%	92%	93%	92%	90%	97%	94%
Written exam	55%	61%	48%	54%	56%	52%	59%	63%
Language exam	49%	44%	56%	46%	52%	48%	53%	51%
Specific number of years in service	41%	46%	34%	36%	45%	42%	33%	45%
Specific rank	14%	14%	15%	9%	20%	13%	22%	8%
Computer test	18%	19%	16%	20%	15%	18%	12%	24%
Small Arms/Tactical Exam	65%	64%	63%	66%	64%	63%	69%	71%
Medical exam	98%	99%	98%	99%	98%	98%	99%	100%
Psychological exam	98%	99%	98%	99%	98%	98%	100%	98%
Service sheet without disciplinary record	58%	59%	57%	54%	62%	58%	55%	63%
Not married/No children	1%	1%	1%	1%	<1%	<1%	3%	0%
Recommendation letter	6%	6%	7%	4%	9%	4%	17%	4%
Supervisor's permission	52%	52%	52%	56%	47%	47%	54%	71%

Box 2.2b: Please mention the requirements necessary to be deployed in a UN peace operation by the way each person was deployed (for previously deployed personnel only)²²

Requisite	Individual deployment		Deployment via contingent	
	Men	Women	Men	Women
Driver´s license	75%	54%	67%	54%
Fitness test	100%	86%	97%	97%
Written exam	75%	58%	58%	62%
Language exam	60%	38%	50%	39%
Specific number of years in service	60%	42%	47%	39%
Specific rank	20%	17%	22%	8%
Computer test	15%	17%	25%	23%
Small Arms/Tactical Exam	75%	75%	56%	60%
Medical exam	100%	96%	100%	100%
Psychological exam	95%	92%	100%	100%
Service sheet without disciplinary record	75%	54%	72%	60%
Not married/No children	0%	4%	0%	0%
Recommendation letter	15%	4%	57%	8%
Supervisor's permission	50%	58%	39%	49%

²² Respondents were asked how they were selected for deployment. The results here show who responded that they were deployed through an individual deployment process, and who responded that they were deployed via a contingent. While this may not reflect the actual conditions under which personnel are selected/deployed, this is how respondents believed/perceived they were deployed.

Mismatch between what the members of the personnel consider is needed in the mission and the criteria formally established by the UN

Criteria do not match what would be needed on the ground for which women have an advantage

About 91% of the people surveyed believe that knowing English is important to the success of the peace operation and 71% believe that knowing French is important.

About 81% of the people surveyed believe that knowing the language of the host country is important for the success of the peace operation.

About 86% of the people surveyed believe that computer-related skills are important. Women were more likely to report this: 88% of women compared to 84% of men.

About 96% of the people surveyed believe that tactical and combat skills are important to the success of a peace operation. Respondents from the Army were more likely to believe that combat skills were important.

About 87% of surveyed personnel reported that it is important to work with local men. Approximately 79% reported that the ability to work with local women was important to the success of a peace operation; 85% of women reported that it was important compared to 71% of men.

About 96% of respondents reported that the ability to work with personnel from other countries was important to the success of a peace operation.

When asked to choose the three most important skills, 57% of the people surveyed said communication skills were one of the most important skills, 52% of the people surveyed said the ability to work with peacekeepers from other countries, 41% of the people surveyed said combat, 38% of the people surveyed said not having sex with locals. About 34% of respondents said the ability to speak English, 29% said the ability to speak the local language, 23% said the ability to work with local women, 18% said the ability to work with local men, 11% said computer skills, 9.5% said driving, 5% said the ability to speak French. Women were more likely to think that communication skills, computer skills, and the ability to work with local women were the most important skills. Women were less likely to think that the ability to work with men was one of the most important skills. Women who had been deployed before were especially likely to think that the ability to speak the local language was important and were less likely to think that the ability to work with peacekeepers from other countries was important.

Among those surveyed who had previously deployed as part of a battalion, 54% said communication skills were the most important, 59% said the ability to work with peacekeepers from other countries, 46% said knowledge of English, 30% said combat skills, 30% said the ability to speak the local language, 18% said the ability to work with local women, 19% said the ability to work with local men, 18% said computer skills, 11% said driving, and 8% said the ability to speak French. Among those surveyed who had deployed individually, 50% said communication skills were the most important, 62% said the ability to work with peacekeepers from other countries, 42% said English skills, 37% said combat skills, 40% said the ability to speak the local language, 27% said the ability to work with local women and 21% with local men, 19% said computer skills, 12% said driving, and 6% said the ability to speak French.

Box 2.3a shows the percentage of the total sample, respondents, deployed respondents, and undeployed respondents that selected each skill as one of the three most important to the success of a peace operation. Box 2.3a also shows the percentage of respondents deployed broken down by how they were deployed, either through a contingent or through an application process or selected by a superior. Box 2.3b presents the responses by branch and by male and female respondents in each branch. It should be noted that the differences between the branches are minimal.

Box 2.3a: If you had to choose THREE skills important to the success of a peace operation, which of the following would you choose? Total sample

Ranked as one of the top three skills	Percentage of the total sample	Percentage of men surveyed	Percentage of women surveyed	Percentage of personnel deployed	Percentage of personnel not deployed	Percentage of personnel deployed via a contingent	Percentage of personnel deployed individually
Combat skills	41%	39%	42%	34%	50%	30%	37%
Communication skills	57%	51%	61%	53%	61%	54%	50%
Computer skills	11%	7%	14%	14%	7%	18%	19%
Driving skills	10%	7%	12%	11%	8%	11%	12%
Ability to speak English	34%	38%	30%	41%	26%	46%	42%
Ability to speak French	5%	4%	5%	6%	2%	8%	6%
Ability to speak the local language	29%	26%	32%	29%	29%	30%	40%
Ability to work with local men	18%	22%	14%	17%	19%	19%	21%
Ability to work with local women	23%	16%	29%	23%	22%	18%	27%
Ability to work with peacekeepers from other countries	52%	56%	48%	52%	51%	58%	25%

Box 2.3b: If you had to choose THREE skills important to the success of a peace operation, which of the following would you choose? By branch

Ranked one of the top three skills	Army		Army		Air Force	
	Men	Women	Men	Women	Men	Women
Combat skills	46%	50%	29%	25%	20%	30%
Communication skills	50%	55%	58%	63%	48%	89%
Computer skills	7%	13%	8%	13%	8%	19%
Driving skills	8%	10%	8%	10%	0%	22%
Ability to speak English	36%	26%	37%	35%	52%	41%
Ability to speak French	7%	2%	0%	8%	0%	11%
Ability to speak the local language	28%	29%	21%	33%	24%	44%
Ability to work with local men	24%	15%	13%	18%	24%	7%
Ability to work with local women	15%	28%	11%	38%	28%	22%
Ability to work with peacekeepers from other countries	52%	46%	61%	58%	68%	44%

How cross-cutting issue areas might affect deployment criteria

Cross-cutting issue area 9 intersects with issue area 2 due to the gendered perceptions that people have about the skills and roles required for missions. For example, one person interviewed states how skills and roles are evaluated to determine eligibility and deployment selection: “Normally you receive a much larger number than those who are going to be deployed, then a selection is made based on the criteria of the mission to be developed and the particular characteristics of the company. With the characteristics of how the mission is going to be, and the tasks that are going to be assigned, different instances are made for its configuration. Interviews are carried out with those who receive the possible candidates for command, interviews with the officers who are integrated as the general staff and section chiefs, and with some non-commissioned officers, to see if they can be selected. And then, everyone is given a psychological interview, medical exam, language test, they have to pass the courses, and from the list that is filtered by medical, personal, language, non-approval, etc., and there they finally end up selecting those who will go”. What this person is saying is that mission skills are considered in decision making.



ISSUE AREA 3: Deployment selection

LOW
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.

Summary of findings

Deployment selection is a low priority issue area for the Uruguayan Armed Forces. Women are generally aware of opportunities to deploy and most consider the selection process to be fair; they are simply less likely to apply due to barriers found in other issue areas.

OPPORTUNITIES

- Some branches make special efforts to recruit women for peace operations.
- Almost all members of the personnel had heard of deployment opportunities through training courses, internal outreach platforms or emails.
- Most of the members of the personnel believe that standard procedure is followed and that there is no corruption.
- There is a Civil Association of Veterans of Peace Missions (Asociación Civil de Veteranos de las Misiones de Paz, or AVOPU) with active participation of women and men.

BARRIERS

- Women are less likely to request a deployment and there is no all-female association to encourage them.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Women are more likely than men to find out about deployment opportunities through institutional emails and job portals.
- Women are less likely to consider being deployed to a UN peace operation.

DIFFERENCES BETWEEN BRANCHES

- Air Force personnel were more likely to request deployments to advance their careers and to earn more money and were less motivated by the deployment as an opportunity for personal development. On the other hand, Navy personnel are less likely to apply to advance their career but are more motivated by the personal development opportunities that deployments offer. The motivations of Army personnel are more evenly balanced (see Box 3.2).

The findings in detail

OPPORTUNITIES

Some branches make special efforts to recruit women into UN peace operations

In 2018, there were special efforts in the Navy to recruit women for peace operations. The Air Force makes no special efforts to recruit women. In the case of the Army, the recruitment of international observers for the United Nations Political Mission in Colombia (2016) had an express call for female observers. In 2019 and 2020, there was a specific call for female staff officers and female military observers to serve in a peace operation, including the possibility of a six-month tour of duty after a request from the UN.

GOOD PRACTICE BOX - Strategies of the Armed Forces to Recruit Women in Peace Operations

Uruguay's participation in the United Nations Political Mission in Colombia marked a milestone in the selection process of female personnel for peace operations. The request for contribution from the UN directed to military personnel to deploy as International Observers encouraged the appointment of women. The Mission was also innovative by making the selection criteria more flexible in terms of the required rank and admitting 'Sub Officers'. SINOMAPA promoted a call for these positions with special mention regarding female volunteers and the flexibility regarding rank. The response was positive, with a female Army Officer and two female Sub-Officers of the Navy deploying in 2016 for the first time in a United Nations peace operation as Observers. In 2018, the National Navy deployed the first female Officer in a Staff position in MONUSCO. The criterion of flexibility of rank for the positions of Observers and Staff has been generalised to other Missions. The call for female personnel has been maintained as a practice in the selection process and women have been deployed in new positions for Uruguay as Staff and Observers in MONUSCO (Congo) and UNIFIL (Lebanon). Added to this is the initiative of the UN Office of Military Affairs, which provides the option for women to deploy for six months instead of the standard 12 months in cases where they have children under eight years of age. Promoting this initiative, for the first time a female Army Officer is preparing to deploy in a peace operation making use of this possibility.

Women are more likely to be deployed through a battalion

Uruguay does not deploy existing battalions. Volunteers go through a selection procedure and form a battalion from different units in the army depending on what is needed. Sixty days prior to the deployment, when officers receive the instruction, the battalions are formed of each division of the Army and of the general reserve, located in the Montevideo and Canelones region. The personnel to be deployed are grouped with the commands that will assist the mission area. This action ensures that the troops that come from the different divisions of the forces form a solid team to participate in the mission.

Independently of this process, 66% of surveyed personnel said they were part of a battalion that was deployed. Around 78% of women reported being deployed through a battalion, compared to 52% of men. About 62% of the respondents from the Army (50% of the male respondents from the Army and 74% of the female respondents from the Army), 65% of the respondents from the Navy (50% of the male respondents and 78% of the female respondents) and 78% of Air Force respondents (83% of Air Force male respondents and 100% of female respondents) said they deployed with a battalion.

Men and women receive information about peace operations at the training academy

The training academy provides information on peace operations. Recruits are taught about the role of the military in international missions, including peacekeeping. Army cadets go through an operational exercise the context of which is a peace mission. In the case of non-commissioned officers, they are also instructed on the issue of peace operations.

Most of the people surveyed believe that there is a standard method for recruiting for deployment

Close to 87% of the people surveyed said there was a standardised hiring process. Around 90% of women believe there is a standard process compared to 84% of men.

Most of those surveyed do not believe there is corruption in the selection process

Most of the people surveyed believe that the selection process is fair. Some 79% thought that people were selected based on having the right skills and 38% thought that people were selected because they had the correct rank. However, 13% thought that some people were selected because they knew the right people. About 12% of people who applied but were not selected believed that their superiors chose someone they knew personally.

Wide internal dissemination of deployment opportunities announcements

Deployment opportunities announcements are distributed only through an internal newsletter system and via email. About 69% of respondents learned about UN peace operation deployment opportunities through an organisation-wide email, and 15% learned from an organisation newsletter. Approximately 24% learned about peace operation deployment opportunities through an internal job portal. Women were more likely to find out about opportunities through internal job portals (29% of women compared to 19% of men). Women were more likely to find out about advertising opportunities through email (75% of women compared to 63% of men). Respondents from the Army were less likely to learn about opportunities through organisational email. Respondents from the Navy were more likely to learn about opportunities through internal job portals.

The announcements are in Spanish. They are sent every time there is a request from the UN. Ads are also spread by word of mouth.

Most members of the personnel have heard about opportunities to apply for UN peace operations

About 92% of the people surveyed had heard of opportunities to request a UN peace operation deployment.

BARRIERS

Few women believe deployment opportunities advance their careers

Women were less likely to apply for deployment to advance their career (16% of women compared to 39% of men) and to travel (26% of men compared to 11% of women). Close to 31% of those surveyed who applied for a UN peace operation did so because they wanted to advance their career; 22% requested it because they wanted an adventure; 12% requested it because their colleague had a good experience; 31% applied because they wanted to help people; 36% applied because they wanted the money; 26% applied because they wanted new skills, and 21% because they wanted to travel.

Box 3.2 shows the percentage of the survey's deployed personnel sample that reported each listed reason for applying for a UN peace operation by branch.

Box 3.2: List all the reasons you decided to apply or deploy to a UN mission, by branch

	Army		Navy		Air Force	
	Women	Men	Women	Men	Women	Men
To advance my career	29%	5%	7.5%	7.5%	60%	0%
For adventure	18%	5%	8%	15%	20%	0%
My colleague had a good experience	10%	3%	8%	0%	20%	0%
To help people	25%	8%	8%	23%	20%	0%
For the money	25%	13%	15%	8%	60%	0%
To travel	15%	3%	23%	8%	20%	0%
To develop new skills	25%	13%	23%	23%	40%	0%

Women are less likely to want to be deployed to a UN peace operation

Women who have not previously deployed are less likely than men who have not deployed to say they want to be deployed on a mission. Around 47% of the women said they wanted to deploy to a UN peace operation. About 71% of the men said they wanted to deploy. It is important to note that a greater perception of professional benefits increased the probability of wishing to deploy.

Few members of the personnel are made aware of the deployment opportunities via television or radio

About 1% heard about peace operation deployment opportunities on television and 6% on radio. These media are still important in Uruguayan society according to interviews. While peace operation deployment opportunities may not be primarily distributed through these means, it does not appear to be the case that information about peace operations is further promoted through these means, which means that they may be underused to disseminate information on peacekeeping.

Less than half of the members of the personnel learn about opportunities verbally

About 30% of the members of the personnel surveyed learned about opportunities by word of mouth. About 50% heard about opportunities from an immediate superior. Women are more likely to hear about opportunities by word of mouth. Around 41% of women learned about opportunities by word of mouth, compared to 18% of men. This means people do not talk much about peace operations in their daily activities. If women are more likely to hear about opportunities by word of mouth or through informal means, they may be less likely to know about opportunities. Respondents from the Army were less likely to hear about deployment opportunities by word of mouth but were more likely to hear about it from their superiors.

Professional associations, training academies and mentoring are not vehicles for the transmission of information

Associations, networks and academies are not a source of information on peacekeeping. Less than 1% heard about peace operation deployment opportunities through a formal professional network, 2% heard about opportunities through training academies, and 4% through informal mentoring. Women were more likely to learn about peace operation deployment opportunities through informal mentoring (7% of women compared to less than 1% of men). This means that there is an opportunity to take advantage of these institutions to increase information about peacekeeping.

There are no formal associations exclusively made up of women in the Armed Forces

Women's organisations help women overcome the informal 'men's networks' that exist and they help provide information about opportunities to women. There are no formal women's associations within the Uruguayan Armed Forces, but there is AVOPU, the Association of Veterans of Peace operations of Uruguay that is open to both women and men.

How cross-cutting issue areas might affect deployment selection

Fewer women say they want to deploy. This may have to do with social gender norms (issue area 9); women may never have considered that they could be deployed. They may not have questioned the domestic role they play in the home alongside their work, such as caring for children and other family members, or at least being present for the family.

Gaps in perceptions and experience

There are differences between men and women when it comes to who is selected for deployments, access to word of mouth information, and the perception that the deployment process is fair. Therefore, women deploy through battalions at a higher rate than men but are less likely to want to deploy than men. This suggests that the deployment problem is not a result of selection but of women not wanting to deploy at the same rate as men. In short, they exclude themselves from missions.



ISSUE AREA 4: Household constraints

HIGH
PRIORITY

The issue area of household constraints explores the impact of having young children, elderly parents or other family obligations on women's ability to be deployed in peace operations, in comparison to men. This includes whether there is social pressure directed at women that could be deployed.

Summary of findings

Considerations about household constraints constitute an issue area of high priority for the Armed Forces of Uruguay. Uruguay has many family-friendly policies and positive social attitudes towards gender equality. However, the experience of a deployment in peace operations can have a strong impact on personal relationships with partners and children. The personnel tend to be deployed in their late twenties when they are trying to find a partner and start a family. For this reason, many people do not deploy. Likewise, relationships can be broken during deployments and children may respond negatively to the absence of a mother or father for an extended period. Women, in particular, also experience guilt and stigma from their peers if they deploy when their children are young. While addressing challenges in this issue area may primarily seek to increase the meaningful participation of women in peace operations, it would also have significant benefits for the well-being of men.

OPPORTUNITIES

- Childcare support is available through subsidies and a culture of support from extended families.
- There are family-friendly policies, such as paternity leave, the right to breastfeed/express milk during work hours, or half maternity hours. In some cases, working hours can integrate flexible hours for both women and men, which allows for reconciling family responsibilities and work demands.
- There is a culture of discussing family matters with supervisors and partners.

BARRIERS

- Per UN order, families cannot accompany or visit peacekeepers during their deployments; peacekeepers do not receive subsidies to visit their families on holidays while deployed.
- There is a stigma for mothers who deploy when their children are young; women want to deploy when they are younger (before having children) and for shorter periods, but cannot do so due to UN requirements, which usually require a deployment period of at least one year. It should be noted that there is a policy of the UN Office of Military Affairs for individual deployments that allows deployment for six months in the case of children under the age of eight. Uruguay has already deployed military women according to this modality.
- The deployment experience can have negative consequences for both couples and families.

CROSS-CUTTING ISSUE AREAS

- While men increasingly play a more important role in the household, it is still rare for men to be the primary caregivers and therefore families feel more able to adapt to the deployment of fathers than mothers.
- Women with young children who are deploying may feel socially excluded.
- The tasks and family responsibilities of the people who deploy have not been sufficiently considered as a factor that determines participation in peace operations. As such, given that the care work performed by women at the national level represents 19.7% more than that of men,²⁴ this represents a cross-cutting barrier.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Although there is institutional support for families, there is a perception that it is insufficient.
- While all peacekeepers who have families experience similar challenges, the effect on women is more severe

DIFFERENCES BETWEEN BRANCHES

- There was little difference in experience between the branches.
- Navy personnel generally thought that fathers and mothers should not deploy until their sons and daughters were between eight and ten years old, while in the Army they said between four and nine years old, and in the Air Force the response was between five and seven years old (see Box 4.2).

The findings in detail

OPPORTUNITIES

There is capacity for care at home

It is the norm for extended families to provide childcare in the country. About 76% of the people surveyed agreed or strongly agreed that they had an extended family that can take care of their home during deployment. It may be common for high-income families to have nannies or domestic workers, but not for middle- or low-income parents. In these cases, they use the child-care system.

Only 21% of those surveyed reported that they feared their family's judgment if they deployed to a UN peace operation. Women were less likely to report this, 19% of women compared to 24% of men.

There is a national subsidy system for boys and girls that is maintained when deployed

Childcare subsidies continue as usual even if there are deployments. There is a national subsidy system for children; anyone who is formally employed receives a sum of money for each child. This is the family allowance system. In addition, there is a child-care system called Child and Family Care Centres (Centros de Atención a la Infancia y la Familia, or CAIF) for families who cannot afford private nurseries. Around 36% of children from zero to three years go to day-care, 90% of children from four to five years old (according to data from the 2011 census). Then they enter the national education system, which is free. Regarding domestic staff, 13% of Uruguayan working women work as domestic workers and other similar occupations.

Members of the personnel have flexible working hours

All Armed Forces personnel work a minimum of six hours a day, in accordance with public administration policy. However, a significant number of troops serve in what is considered a deployment (surveillance of prison perimeters, borders, peace operations, etc.), working an average of 80 hours per week. Although there is some flexibility in the schedules, all the services assigned to the Armed Forces must be fulfilled.

There are paid and subsidised leave policies

There are elderly care and sick leave policies in the country that are subsidised. The institution has a parental leave policy. Maternity leave is 14 weeks of paid leave and paternity leave consists of ten days of paid leave.

Around 77% of the people surveyed were aware of a maternity/paternity leave policy; however, 5% believed that it was unpaid. Women were more aware of the maternity/paternity leave policy. About 66% of the men surveyed believe that there is a paid paternity leave policy and 9% believe that it is unpaid. Around 87% of the women surveyed said that there was a paid maternity/paternity leave policy and only 2% believed that it was unpaid.

Some 81% of the people surveyed were aware of paid maternity leave. Almost 90% of those women surveyed knew that paid maternity leave existed, compared to 71% of those men surveyed.

The personnel of the Armed Forces and their families receive housing even during deployment



Approximately 71% of the people surveyed responded that the Armed Forces provide housing to the family of personnel in Uruguay, even while they are deployed, as part of the Ministry of National Defence's and each of the Forces' social housing service policy. However, 14% reported that this housing was not suitable. In addition, 66% responded that the Army provides adequate subsidised housing for families of the same rank and 9% responded that there was housing, but that it was inadequate. Respondents from the Army and Navy were less likely to report adequate housing in the country for families while they were deployed compared to those from the Air Force.

Women have the right to take time to breastfeed/express milk, and it is paid

Uruguayan labour law established in 1954 that every woman had the right to take one hour per day to breastfeed/express milk, which must be paid as regular work. As of 2017, it is also mandatory that public and private institutions dedicate a space to these activities, the so-called 'lactation rooms'. The Ministry of National Defence has already established a lactation room at headquarters. The military establishments continue to work on the creation of this space.

Benefits to peacekeepers' families continue while deployed

The benefits continue for the families while the peacekeepers are deployed. In the event of death, the families of the peacekeepers receive from the Uruguayan State a pension for death in the act of service and financial compensation from the UN.

Women and men do not believe that deployments affect parenting

Very few people surveyed believed that deployment in peace operations meant that you could not be a good parent. Less than 1% reported that men cannot be good fathers and women cannot be good mothers if they deploy. Women were less likely to believe these two statements.

Men and women are willing to approach their supervisors to discuss family matters

About 77% of respondents (78% of respondents from the Army, 79% of respondents from the Navy, and 70% of respondents from the Air Force) said they were willing to approach a superior officer to discuss family problems that affect their ability to fulfil their duties.

Men and women believe that they should have the emotional support of their partners

Approximately 97% of the people surveyed believe that men should have the emotional support of their partners before being sent on a peace operation and 98% believe that women should have the emotional support of their partners before being deployed on a peace operation.

Women can be better than men at keeping in touch with their families

According to an interview, women are better than men at keeping in touch with their families. The interviewee says, "What is offered is assistance from psychologists, social workers, that is offered to the person who stays. Because many times it does happen, more in cases of men, they have been repatriated due to children's issues. That the children end up in psychological treatment for missing their parents, compared to the women, more men have come back. It's like women in that sense are taking it differently. Today communication is totally different, they have a telephone, computers, they are continuously in communication with the family. And the woman can make certain decisions from there and the family follows her, but with the man it is different. There have been many cases of men who have been sent back, asking to return for their children who were in psychological treatment. This has happened now in the last missions".

Women do not miss out on opportunities due to leave in any significant way

While most of the personnel that went on leave did not feel they had missed out on opportunities, 13% of women reported missing out on opportunities on leave compared to 4% of men. About 6% (3% men and 9% women) of respondents from the Army, 8% of respondents from the Navy (5% men and 11% women), and 19% of respondents from the Air Force (5% of men and 35% of women) said they felt they were missing out on opportunities while on leave.

Overall, 61% of the people surveyed have taken at least one leave of absence. Approximately 24% took one leave, 21% took two leaves, and 6% took three leaves. Women were more likely to take leave than men. Although, on average, surveyed men and women reported taking about two leaves, deployed men and women took 2.5 leaves, undeployed men took 1.9 leaves, and undeployed women took 2.5 leaves.

Of those surveyed who took leave, 43% took maternity leave, 39% took paternity leave, 6% took elderly care leave (9% of men compared to 3% of women), 17% took family leave, and 27% did it because of illness.

BARRIERS

During the peace operation deployment

There is no possibility of family deployments or visits

Uruguay participates in UN missions where family deployment is not allowed. Family visits are not allowed. Only 1% of the people surveyed believe that the deployment of families in UN peace operations is allowed.

Holidays are not subsidised

The family benefits continue while the peacekeepers are deployed. The personnel can take vacation days and may also return on an official plane when rotation occurs. Vacations and holidays during peace operations are not subsidised unless they are part of the annual vacation. Almost 95% of those surveyed knew that deployed personnel can take vacations and holidays to visit families and 89% said they were not subsidised. Respondents from the Army and Navy were relatively less likely to say that peace operations were subsidised compared to respondents from the Air Force.

It is not common for fathers to stay home

Stay-at-home fathers are socially accepted, but this would not be the first choice for many men. Unemployment can be a reason to stay home. The most common situation in the country is that both members of the couple work: 44% of women who maintain a home alone or with another partner are working. Furthermore, according to official data, one out of every four households in Uruguay is supported economically by women. In 2018, 46% of the workforce in Uruguay were women. Only 1% of those surveyed who had sons and daughters said that fathers were the primary providers of child-care, and 41% said that both mother and father shared equally in child-care responsibilities. Around 46% of the people surveyed said that the mother was the main provider of child-care.

Family care facilities at the peacekeeping training centre

Only 33% reported that there were adequate family care facilities at the peacekeeping training centre in Uruguay. This is likely due to the existence of a national child-care system and thus a child-care facility is not necessary at the centre (see above).

Voluntary deployment is considered a personal decision

Voluntary deployment is considered a personal decision and it is emphasised that it is a voluntary service. Support systems may exist to help the adjustment of the person or their family, with social workers or psychologists if necessary. However, the respondents did not mention these services.

Timing of deployments

Women deploy at an age beyond what they consider 'ideal'

The ideal age of women surveyed for deployment is 23.8 years, while men surveyed wanted to deploy at 22.7 years. Respondents report that deployment occurs when they are much older than their ideal age. Women averaged 28 during their first deployment to a peace operation and men averaged 27.

Among the Army respondents, the ideal age for deployment for female respondents is 23.6 years, while male respondents wanted to deploy at 22 years of age. On average, Army respondents deployed when they were 27.2 years old (25.9 for men and 28.4 for women). Among Navy respondents, the ideal age of female respondents for deployment is 24.4 years, while male respondents wanted to deploy at 24.8 years. On average, the Navy survey respondents were deployed when they were 30.7 years old (31.25 for men and 30.22 for women). Among Air Force respondents, the ideal age of female respondents for deployment is 23.7 years, while male respondents wanted to deploy at 23.6 years. On average, Air Force respondents were deployed when they were 28.7 years old (30.1 for men and 27.3 for women).

Women prefer shorter deployments than men

Women who responded to the survey believed that the ideal peace operation deployment should last eight months, compared to men who believed that the ideal deployment should last ten months.

Among those surveyed from the Army, women believed the ideal deployment was nine months and men believed it was ten months. Navy women surveyed said eight months was ideal and Navy men surveyed believed ten months was ideal. Among Air Force respondents, women said eight months was ideal and men said nine months was ideal.

Leave policies

The personnel do not participate in in-service training while on leave

When the personnel take leave, they cannot participate in in-service training. In-service training includes the following: parachute basic course, engineering courses, naval specialty courses, tactical diving courses, flight instructions (Air Force), as well as pre-deployment training for peace operations. Around 31% of respondents reported receiving in-service training while on leave, 15% said they were offered training and did not take it, and 55% reported no training was offered. About 62% of women reported that they were not offered training, compared to 46% of men.

Family responsibilities

How men and women deployed to a UN peace operation spend their money

Box 4.1 shows the spending patterns of men and women who deployed to a UN peace operation after returning. Differences are noted in the way men and women spent money: women were less likely to spend money on land than men (11% men and 5% women) and more likely to give money to close relatives (9% men and 16% women) or spending it on education (7% men and 12% women).

Box 4.1: What did you buy with the money you received from the peace operation?

What did you buy with the money you received from the peace operation?	Total	Men	Women
I saved all the money	12%	12%	12%
Vehicle	28%	34%	23%
House	47%	52%	43%
Land	8%	11%	5%
Other household items	28%	27%	29%
Clothes	12%	15%	10%
Started a new business	2%	3%	3%
Children	23%	26%	20%
Payment of debts	37%	37%	38%
I give money to close relatives	13%	9%	16%
I give money to friends	1%	0%	1%
Holidays	11%	12%	11%
Education	10%	7%	12%
Donations	1%	0%	1%
I lend money to others	5%	3%	6%

Women prefer parents to deploy when children are older

Respondents said that the ideal age for children when their father deploys is five years, and that the ideal age for children when their mother deploys is 7.8 years old. The women said that both fathers and mothers should be deployed when the children are older. Women said fathers should deploy when children are 5.6 years old and mothers should deploy when their children are 8.7. The men said fathers should deploy when children are 4.4 years old and mothers should deploy when children are seven years old.

Box 4.2: Ideal age of children when fathers and mothers are deployed by branch and sex

At least how old should boys and girls be before their mother/father is deployed on a mission?							
	Total	Army		Navy		Air Force	
		Women	Men	Women	Men	Women	Men
Mother	7,8	8,7	6,7	10,3	8,3	6,7	6,6
Father	5	5,2	4,1	7,6	5,2	5,6	5

Approximately 46% of women who did not apply for a UN peace operation did not do so due to family considerations, compared to just 20% of men.

The interviews showed that women should participate in family planning much more than men. For example, “There are barriers inherent to the culture where you work, and there are barriers inherent to the place where you go to perform your work. Those from here, as I said at the beginning: the life planning that women who are going to join a contingent are going to have, knowing that during that period and some time afterwards, they cannot get pregnant”.

Social stigma

Mothers face more stigma for deploying

About 77% of survey respondents believe that mothers face stigma for leaving their children when deploying on a peace operation. Women were more likely to believe this: 87% of women believed that mothers faced stigma and only 66% of men believed this. Only 41% of those surveyed, both men and women, believed that fathers faced stigma for leaving their children at home when they were sent to a UN peace operation.

Some key decision makers seemed to think that social pressure for deployment comes from women and not from society. For example, “In other words, they are the ones who have to go out and find a solution for their situation. So, I think there are more constraints for women, but imposed by themselves, than men can have to go on a mission”.

How cross-cutting issue areas might affect household constraints

Issue area 9 cuts across issue area 4. Gender ideas about appropriate roles in the home affect what women and their families believe they should or should not do. For example, one person interviewed explained it like this: “Let’s see, we are a Latino culture. At home, I’m not going to say who’s in charge, that’s already archaic, but the mother plays a central role in a child’s home, either to organise the home or as a point of reference for the children. Even if for a couple of decades at least, both men and women work at home, and beyond that today there are blended families, and today there are men in charge of the children, etc., in a house where mom and dad live, mom is a much more binding reference for the children, integrating much more than the male role. The role of the father is therefore a role that can be discarded”.

Furthermore, it remains rare for men to be the primary caregivers of the family despite the social acceptance of this in theory. It seems unlikely that women will feel equally capable of deploying until men are equally likely to take on these parenting roles.

Issue area 10 is cross-cutting to issue area 4 because women with small children who are deployed run the risk of being socially excluded by both men and women without infants.

Gaps in perceptions and experience

There were gaps between men and women in terms of availability of child-care, elderly care/family leave, beliefs about paternity/maternity leave policies, in-service training during leave, social acceptability of deployment, social stigma, family considerations as a reason not to deploy, timing preferences, peacekeeping salary, and accessibility of their superiors regarding domestic matters.



ISSUE AREA 5: Peace operations infrastructure

LOW
PRIORITY

The peace operations infrastructure issue area assesses whether the lack of adequate equipment and infrastructure prevents women from deploying in peace operations.

Summary of findings

In general, the infrastructure in peace operations is adequate and does not represent a barrier to the meaningful participation of women. However, there are opportunities to better assess the specific needs of women so that equipment, accommodation, and uniforms can be better suited.

OPPORTUNITIES

- All personnel have adequate access to health care services during missions, including birth control.
- It is generally considered that the infrastructure in peace operations is adequate.

BARRIERS

- Women receive less peacekeeping training than men due to their overrepresentation in administrative, health and logistical tasks.
- Women are reportedly given less equipment; standard uniforms are designed for men's bodies.
- There is no gender needs assessment to assess whether the infrastructure and equipment provided during peace operations is suitable for both women and men.
- While adequate services exist, there is still room for improvement in the provision of health services to women on mission.

CROSS-CUTTING ISSUE AREAS

- The infrastructure, equipment and services are designed primarily to meet the needs of an 'average' male peacekeeper, so women must adapt to established military standards for deployment in peace operations.

GAPS IN PERCEPTIONS AND EXPERIENCE

- The gaps between what was supposed to be provided under the policy and what the personnel actually found were minimal.
- In general, women's experiences were different from men's in terms of access to adequate infrastructure, equipment, and services.

DIFFERENCES BETWEEN BRANCHES

- Training opportunities appeared to be lower in the Air Force (see Box 5.2).
- There were some differences in the equipment received (see Box 5.3).
- Navy personnel reported lower levels of access to mental health. Access to sanitary products was much higher in the Air Force (87%) compared to the Navy (52%) and the Army (33%) (see Box 5.4).

The findings in detail

Box 5.1: Pre-deployment testing and training in Uruguay

The tests and training before deployment are carried out at the Escuela Nacional de Operaciones de Paz del Uruguay (ENOPU) or National School of Peacekeeping Operations, attended by all the officers who will make up the contingents. The school was created in 1998. ENOPU has bathrooms for both sexes. Most students do not stay overnight during national courses, but there are eight individual rooms for women and/or men who have to travel long distances to attend.

ENOPU's curriculum includes several courses:

- UNCOG contingent course
- UNMEM: Military experts
- Legal
- Liaison section
- Decision-making procedure
- VIP protection
- Child protection in armed conflicts
- Protection of civilians
- Women, peace and security
- CIMIC
- UN logistics
- Safety and security in the UN work environment
- Multinational Peace Force and Observers (MFO) Sinai
- Group of Engineers and Special Transportation

Pre-departure training takes place between 90 and 60 days before departure and has face-to-face and remote modules.

Within the 15 days prior to deployment, practical exercises are carried out at sites in the area of operations to simulate the possible situations to be faced. The exercises refer to negotiation and the use of force and allow the training team to verify that the contingent is ready to fulfil its mission.

The Ministry of Defence conducts complementary training through pre-deployment workshops that include the following modules: Introduction to peacekeeping within the UN framework, Legal framework for peacekeeping work, International humanitarian law, Health care and family well-being, Social, cultural and environmental context on the deployment sites, and Contribution of women in peace processes. If a person is selected, s/he goes through pre-deployment training. At this stage, compulsory UN training on gender is given. In addition to the compulsory course, ENOPU also organises one conference per course on women, peace and security, to which expert civilians are invited.

Approximately 370 people attend each year and 200 go through the Peace Operations Training Institute (POTI) system. In total, 9,000 national students and more than 650 foreign students, from 32 different countries on four different continents, have attended since its opening. It is located in Montevideo. The personnel have to travel to get to the centre.

Uruguay is part of POTI, which facilitates online peacekeeping training.

OPPORTUNITIES

Uniforms and basic equipment are provided to men and women

Women's uniforms and men's uniforms are the same. Basic equipment is the same as for men, but women receive personal hygiene items based on gender. About 88% of the people surveyed said that their uniforms for the peace operation fit their bodies.

The personnel have access to health services while on missions

According to the interviews and the FFF, staff have access to adequate physical, reproductive and mental health care while on mission. In the survey, 97% of the people surveyed said they had access to general medical care while on a peace operation.

The personnel receive contraceptives while on mission

The prevention of unwanted pregnancies is part of the policy of the country, beyond the maintenance of peace. Members of the personnel are given access to contraception during the mission.

There are lodgings and barracks for women and men

When Uruguay sends contingents, the infrastructure is put in place in each case. Part of this and the equipment are under the reimbursement system.

Mission barracks are built for both men and women and have bathrooms for both sexes in places such as the battalion or Air Force base (and the Navy river unit base in the past) in the eastern Democratic Republic of the Congo. When they have to deploy a unit or establish a contingency operating base or a forward operating base, the Armed Forces will ensure that the necessary accommodations are available.

About 99% of the people surveyed said they had bathroom facilities during the mission. However, 11% of the women surveyed said that although they had bathrooms, they were not adequate. No man surveyed said the bathrooms were inadequate.

About 93% of people surveyed said they had adequate sleeping quarters while deployed. Seventy-five percent reported that they could lock the door to their sleeping quarters while on mission.

BARRIERS

There is no gender-based needs assessment

A gender-based needs assessment is not carried out as a policy but it could happen depending on the commander.

Women receive less peacekeeping training than men

While the training is the same for women and men for both leaders and contingents, according to the survey there is a perception that women are less likely to have participated in peacekeeping training courses. Around 40% of women reported having received peacekeeping training in Uruguay, compared to 50% of men. Only 10% of women reported having received peacekeeping training outside of Uruguay, compared to 19% of men. For personnel previously deployed as part of a battalion, 60% received peacekeeping training in Uruguay and 22% outside Uruguay. For personnel who have been previously deployed and selected through the application process or by their superiors, 60% received training in peacekeeping in Uruguay and 20% received training outside of Uruguay.

Box 5.2: Location of peacekeeping training by branch and by sex

Have you ever participated in a peacekeeping training course?										
	Army		Navy		Air Force		Deployed		Not deployed	
	Woman	Man	Woman	Man	Woman	Man	Woman	Man	Woman	Man
IN your own country	43%	55%	43%	45%	26%	32%	58%	67%	18%	29%
ABROAD	9%	22%	15%	13%	8%	12%	16%	31%	2%	2%

Uniforms are not designed for women's bodies

Compared to 96% of men who said their deployment uniforms fit their bodies, 81% of women had uniforms that fit well. This is because there are no separate sizes for women, as one interviewee noted, “The same helmet, the same vest, the same rifle, the same boots, they may change sizes, but the equipment is the same”.

Differences in the equipment that women receive

It should be noted that helmets and vests are available for the entire contingent and that all weapons have ammunition. On the other hand, the UN provides berets, hats, and collars for everyone. However, the survey asked what kind of equipment they received during the mission. Women were less likely to say they had received a weapon (63% of men vs 44% of women), ammunition (60% vs 40%), an armband (89% vs 76%), a bulletproof vest (81% vs. 65%), a UN manual (88% vs. 65%) and a UN scarf (48% vs. 32%). While there were no significant differences between men and women in receiving a beret (93%), cap (93%), scarf (86%), helmet (77%), or radio (41%), fewer women reported receiving all of the forms of equipment compared to men.

Among those surveyed who said they deployed with a battalion, 53% said they received ammunition, 56% a weapon, 73% a bulletproof vest, 84% an armband, 95% a beret, 98% a cap, 89% a headscarf, 77% a helmet, 41% a radio, 70% a UN manual and 42% a UN scarf. Among those who said they deployed individually, 40% said they received ammunition, 43% a weapon, 60% a bulletproof vest, 77% an armband, 92% a beret, 88% a cap, 85% a headscarf, 75% a helmet, 28% a radio, 62% a UN manual and 34% a UN scarf.

In the survey, the men and women surveyed said they needed, but did not receive, canteens, tactical vests, personal hygiene items, night vision equipment, satellite phones, and pistols.

Box 5.3: Peacekeeping equipment received by branch and by sex²⁵

Please list the equipment received for deployment to a UN peace operation						
	Army		Navy		Armed Forces	
	Women	Men	Women	Men	Women	Men
Ammunition	40%	57%	48%	70%	27%	57%
Weapon	44%	57%	52%	75%	33%	71%
Bullet-proof vest	63%	78%	83%	90%	47%	86%
Arm Band	86%	93%	52%	85%	60%	79%
Beret	90%	96%	91%	90%	93%	93%
Cap	88%	94%	96%	100%	93%	100%
Headscarf	84%	87%	91%	90%	80%	93%
Helmet	73%	77%	83%	85%	67%	86%
Radio	32%	44%	44%	55%	47%	43%
UN manual	63%	93%	61%	80%	80%	79%
UN scarf	26%	50%	44%	40%	47%	50%

²⁵ Statistics on male and female personnel deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

Access to services

Female doctors deployed with contingents

The personnel always have medical attention in the deployed units. Although a significant number of female doctors are deployed (approximately 70% in the units of the National Navy), there may sometimes be no female doctors in the contingents due to voluntariness.

Sexual health services for women

Women have less access to reproductive health care in missions. While 78% of the men had access to adequate reproductive care during the mission, 56% of the women who responded to the survey reported having access to adequate reproductive care and 7% said it was inadequate.

Only 36% of the female respondents received adequate sanitary products during the mission. About 8% received inappropriate sanitary products; 56% did not receive any.

Access to contraceptive methods when on mission

Contraceptive methods are accessible to personnel deployed during missions; however, women are less likely than men to report access to adequate contraception according to their needs and preferences. Around 94% of the men had access to an adequate contraceptive method²⁶ in the mission while approximately 72% of the surveyed women had access to an adequate contraceptive method. Respondents from the Army were less likely to say they had access to adequate contraception on the mission.

Access to adequate mental health care on mission

The women surveyed were less likely to report that mental health care was available in the mission. Around 71% of the women had access to adequate medical care and 7% said that there was mental medical care, but it was not adequate. Approximately 87% of men reported adequate medical care and 2% said it was inadequate. Respondents from the Army were more likely to say they had access to mental health care and respondents from the Navy were less likely to say they had access to mental health care.

Box 5.4: Access to services during the mission in the different branches²⁷

While you were on mission, did you or did you not have access to services appropriate for your sex?												
	Armed Forces			Army			Navy			Air Force		
	Total	Men	Women	T	M	W	T	M	W	T	M	W
Sleeping quarters	98%	98%	97%	98%	97%	99%	100%	100%	100%	93%	100%	87%
Bathrooms	98%	97%	99%	99%	97%	100%	98%	95%	100%	97%	100%	93%
General health care	99%	98%	99%	100%	100%	100%	100%	100%	100%	97%	100%	93%
Mental health care	83%	89%	78%	92%	96%	89%	51%	67%	39%	85%	85%	86%
Reproductive health care	66%	78%	56%	65%	77%	89%	65%	77%	57%	76%	83%	69%
Sanitary products			45%			33%			52%			87%
Uniforms fit the body	88%	96%	81%	89%	96%	82%	86%	100%	74%	90%	93%	87%

²⁶ A contraceptive method is considered adequate when it corresponds to the person's choice (according to various criteria, including their health), and that it is not imposed. For example, if the only method proposed to women is the female condom, it may not be suitable for some women who have never used it and are not comfortable using it in this setting (away from home, with little access to health services, etc.).

²⁷ Statistics on male and female personnel deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

Gaps in perceptions and experience

The infrastructure of peace operations is not a high priority issue area for the Armed Forces of Uruguay. However, women's experiences differ greatly from men's experiences. There were some differences between institutions and personnel's perceptions when it came to the national peacekeeping training centre.

There were differences between men and women in terms of participating in training in the national peacekeeping training centre, access to adequate bathrooms, access to well-fitting uniforms, access to equipment, access to sanitary pads, access to mental health, access to reproductive care and birth control. What this means is that, although there were minimal gaps between the institution and perceptions, and that in general access to infrastructure was high for both men and women, there are significant differences between men and women in terms of access. Box 5.2 shows this in more detail, broken down by branch.



ISSUE AREA 6: Peace operations experiences

HIGH PRIORITY

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

Summary of findings

A significant number of members had negative experiences during and upon return from peace operations. The challenges in this issue area also intersect with issue area 4 on household constraints, and homesickness was an especially prevalent theme. Women in particular felt that they were not adequately prepared in advance, and both women and men mentioned a lack of support when they returned from missions. These experiences undoubtedly discourage some women (and men) from applying for deployment in UN peace operations and undermine the ability of those deployed to participate in a meaningful way. Therefore, increasing the meaningful participation of women (and men) would require better preparation before the mission, more support during the mission, and more assistance in transitioning back afterwards.

OPPORTUNITIES

- Women are deployed to a variety of missions, including in combat roles, and their role generally matches their abilities.
- Most of the personnel believe that others are treated with respect on the mission.
- All personnel receive economic and social benefits for the deployment.
- Most members of the personnel receive professional benefits and social recognition for deployment.

BARRIERS

- According to the survey results, women feel less prepared for peace operations.
- Women are more likely to have problems on the mission in terms of homesickness, health, relationships with other staff members, and harassment.
- Both women and men had problems returning from a UN peace operation and very few received support from the UN or the Armed Forces during this process. However, it should be noted that there is a new return follow-up process for Army personnel.
- Many members have heard of negative experiences in peace operations, affecting the decision of a small number of people to deploy.

CROSS-CUTTING ISSUE AREAS

- Women with children feel they are more likely to be judged due to their deployment.
- Within peace operations, although women are included in sports and cultural activities, they experience more unwanted behaviours than men. It should be noted that Specialised Gender Commissions have just been established for each branch, which have competence in matters of sexual and workplace harassment, discrimination, abuse of authority, and any practice that threatens dignity or physical integrity.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Women experienced more relationship problems in the mission, while men experienced more issues with relationships at home.

DIFFERENCES BETWEEN BRANCHES

- Boxes 6.4 and 6.5. show a complete list of the differences in problems experienced in the three branches.

The findings in detail

OPPORTUNITIES

Women deploy to various UN peace operations

Women are deployed as contingent troops in MONUSCO (Democratic Republic of the Congo) and the United Nations Disengagement Observer Force (UNDOF). They were also sent to MINUSTAH (Haiti) in the past. In the United Nations Political Mission in Colombia and UNIFIL (Lebanon) there are also women who work as staff and experts.

Women and men participate in social activities while on mission

Men and women participate in social activities while on mission. They meet for mate tea (a traditional caffeine-rich infused drink) and barbecues, with specific spaces for these activities. In the survey, 68% of the people surveyed said they socialised with their colleagues every day and 25% said they socialised at least once a week. There were no differences between men and women.

Men and women can travel freely while on mission

Men and women can travel freely when they want and have access to vehicles. Women do not need a male companion to travel outside the compound. There are rules about movement and access/permission to drive vehicles. The rules do not differ according to sex.

Women participate in combat during missions

In the Uruguayan Armed Forces, women were incorporated without restrictions (they could occupy any function on an equal footing with men). Therefore, women are not prevented from participating in combat during the mission. In the Congo, among other officials, a woman makes night flights. It is a task that requires great responsibility and experience. Uruguay also has the first woman combat aviator in Latin America.

GOOD PRACTICE BOX - Participation of Women in Combat Posts

The process of incorporation of women into the Armed Forces without restrictions by corps or weapon led to novel results in qualitative terms, since from the outset they managed to access the most demanding specialisations. The first promotion of female Air Force Officers included two Airwomen who became the first female combat pilots in Latin America in 2002. In the Army, from the promotion of ten women who entered the Military School in 1998, two female officers graduated from the so-called 'combat weapons', Infantry and Cavalry.

Regarding the process in which the first female General Corps Officer graduated from the Naval Academy, she stated that "it was important to fight so that some myths such as associating a naval officer with the male sex could be banished". In the area of peace operations, women have participated since 1992 essentially in logistical, health or administrative functions. The first female Commando Corps Officers began to be deployed around 2006. Night flights, VIP escort of authorities, heads of detachments and sections are some of the activities they carry out. Lieutenant Colonel Ana Lucas recounted one of her experiences as an Officer deployed to the Congo in 2010. "I received the mission to deploy to the Busurungi jungle with a DDR team [...] We lived in a dangerous situation in which the rebel forces fired on the base for 2 nights [...] I had to manage the situation, communicate to my superior command and give orders to my men on what actions to take to protect the civilians of the DDR team under my responsibility."²⁸ Lieutenant Commander Valeria Rodríguez was one of the first Uruguayan female officers to deploy in Staff positions in peacekeeping missions. Regarding her experience as part of the MONUSCO staff, she expressed "If women see others in key positions, they will be inspired to follow in their footsteps". Uruguay has 73 women deployed in National Contingents, in positions of Staff and Military Observers in peace operations, out of a total of 1,166 members of the Armed Forces.

Men and women do not have problems with local people, driving accidents, relationship problems with other peacekeepers or people in Uruguay, insecurity or discomfort in their work

Of the surveyed people who had deployed, 11% had problems with local people. Women were less likely to report this problem (7% of women compared to 16% of men). Around 8% of the people surveyed had a driving accident, 12% had problems with accommodation or hygiene during the mission, 1% had problems with peacekeepers from other countries, 4% were victims of a crime, 9% had relationship problems with someone in Uruguay. Approximately 17% of the people surveyed had problems receiving their payment during the UN mission. On this point, it should be clarified that in these cases Uruguay advances payments awaiting the UN deposits. About 4% of deployed respondents reported feeling uncomfortable in their work as UN peacekeepers. There were no differences between the people surveyed. Respondents from the Army reported that they had relatively fewer problems.

Women were less likely to report that they encountered problems due to insecurity during the mission. About 12% of women had insecurity problems due to violence in the mission and 27% of men report insecurity problems due to violence.

Men and women have not experienced or witnessed unnecessary criticism

Of the people surveyed, 60% have not experienced or seen a colleague being criticized for personal or family reasons. Of the people surveyed, 7%, both men and women, had been criticised for being too aggressive, 9% for their way of dressing, 17% for their level of knowledge about certain topics, 18% for their way of speaking, and 18% for being too emotional. About 32% reported that this criticism occurred during a UN peace operation. Survey respondents from the Army were relatively less likely to report criticism for being overly emotional or their way of speaking, and survey respondents from the Navy were relatively less likely to report criticism because they were too aggressive and because of the way they spoke.

Men and women believed that people were treated with respect in UN peace operations

About 62% believe that everyone involved in a peace operation is treated with respect. There were no differences between men and women.

Men and women benefited from the deployment

The totality of the personnel receives economic benefits for the deployment. Approximately 84% of the surveyed people who had deployed responded that they received an additional salary, 68% developed new skills, 52% created new friendships or social networks, 33% had a professional advancement and 6% rose through the ranks. Women were less likely to see career advancement due to deployment (38% of men and 28% of women).

Respondents who had deployed and those who had not deployed were asked what benefits they received or thought people would receive. Box 6.1 presents the results by branch for both deployed and undeployed respondents.

Personnel receive assistance to transition back to Uruguay after deployment

According to the FFF, personnel are assisted to transition back from deployment. The Air Force has paid special attention to transition back from a mission. While the soldiers are deployed, the social workers go to the houses to check on the families. However, it should be noted that there are no standardised follow-up procedures for the three branches, and that it can vary considerably between each branch.

Box 6.1: Benefits received from the peace operation, by branch and sex

What do you think are the benefits that you obtained/would obtain from participating in a UN peace operation?								
	Army		Navy		Air Force		Deployed (all branches)	Not deployed (all branches)
	Women	Men	Women	Men	Women	Men	All	All
Extra salary	81%	82%	92%	82%	89%	76%	84%	81%
Career progress	29%	41%	26%	32%	30%	28%	33%	32%
Pass a grade	10%	7%	3%	3%	4%	8%	6%	9%
New skills	62%	70%	85%	76%	70%	56%	68%	69%
New friends/networks of acquaintances	46%	47%	59%	45%	59%	44%	52%	44%

Women's roles in the mission match their abilities

Although women were less likely to report than men that their role in the mission matched their abilities, in general both men and women believed that their roles matched their abilities during the UN mission. About 7% of the women who responded to the survey said that their role did not correspond to their abilities, compared to 1% of the men.

BARRIERS

Holidays are not subsidised

Holidays are not subsidised. That said, deployed people are provided with logistical arrangements so they can spend their free time in safe locations. For example, in the case of the Democratic Republic of the Congo, the personnel can take their time off at the facilities of both the contingent and the mission, and some people take time to go to Rwanda. In the case of UNDOF, they are given the opportunity to go to Israel or Syria. Regarding weekends, soldiers take their free time, for example, on a beach, accompanied by a responsible officer and avoiding contact with the local population. However, these holidays are not subsidised.

Most of the deployed women do not participate in networks and mentoring

Only 25% of the women who responded to the survey participated in a women's network group or mentoring programme during the mission.

Preparation for peace operations

Around 29% of the people surveyed felt very prepared for the peace operation, 53% felt prepared, 16% felt partially prepared, and 2% did not feel prepared at all. Among the men surveyed, 41% reported feeling very prepared, 50% felt prepared, and 9% felt partially prepared. Among the women surveyed, 17% felt very prepared, 56% felt prepared, 23% felt partially prepared, and 5% felt unprepared. In particular, women may not feel prepared to handle scenarios in which they have to interact with peacekeepers in countries where women are less visible and in settings where host country norms on gender are more rigid.

Box 6.2: State of readiness for the UN peace operation by branch and sex ²⁹

How prepared do you think you were to fulfil your mission in the places where you were deployed for the UN?						
	Army		Navy		Air Force	
	Women	Men	Women	Men	Women	Men
Well prepared	16%	41%	22%	40%	13%	43%
Prepared	63%	52%	35%	50%	53%	42%
Partially prepared	18%	7%	35%	10%	27%	14%
Unprepared	3%	0%	9%	0%	7%	0%

²⁹ Statistics on male and female personnel deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

Women are more likely to have mission-related problems

Around 75% of the deployed personnel surveyed reported having problems while on the mission. Women were more likely to have problems. While only 19% of the women said they had no problems during the mission, 32% of the men surveyed said they had no problems.

Women are more likely to feel homesick during the mission, but men are homesick too

While both the men and women who responded to the survey had problems with feeling homesick, women were more likely to report this problem. About 47% of women felt homesick during a peace operation, compared to 31% of men.

Sometimes this feeling of homesickness was related to parenting. For example, one person said: “... it has also happened, that suddenly the mother says that she cannot solve personal issues with the children, and she has to come back. Many, many times, missions supported them and paid for their tickets, but there are cases when they didn't”. The problems of being away from one's own family and children were one of the most common challenges for the participation of men and women in the peace operations cited by respondents.

Women are more likely to have relationship problems with someone while on mission

Women were more likely to report having relationship problems with someone on mission. Approximately 27% of deployed women surveyed had relationship problems with someone on mission, compared to 14% of men.

Women are more aware of harassment behaviours in the mission

About 25% of women were aware that people received unwanted text messages while deployed, compared to 17% of men. Approximately 32% of women were aware that people were criticised for not fulfilling family duties, compared to 17% of men.³⁰ Around 30% of women reported being aware of people being insulted, compared to 23% of men. About 8% of men and women were aware that people shared photos without permission. About 36% of them witnessed jokes about women while they were deployed.³¹ About 19% of men heard jokes about women; 11% of the people surveyed heard jokes about men. About 33% of the men and women surveyed heard jokes about sexual orientation while on mission and 39% heard jokes about physical appearance, 7% about nationality, 17% about race or ethnic origin, 16% about age, and 10% about socioeconomic class. Only 31% of women reported not hearing jokes about these characteristics, compared to 45% of men. Survey respondents from the Army were relatively less likely to hear jokes about race/ethnicity, physical appearance, and sexual orientation.

Men and women had trouble returning from a UN peace operation

Respondents who had deployed and those who had not were asked what problems they experienced or thought people would experience upon return. Box 6.4 presents the results by branch for deployed and undeployed respondents, disaggregated by sex.

This box shows that the majority of deployed personnel suffered at least one type of problem when returning from a peace operation (59% of deployed women and 55% of deployed men), and those who were not deployed further believe that deployed people would face at least one type of problem when returning from a mission (75% of women and 63% of men).

The biggest difference between the type of problems experienced by men and women when returning from a peace operation is in terms of the spread of rumours: 23% of women report having faced this problem compared to 8% of men.

30 The question was worded as follows: “Select, from the following options, those of which you are aware have happened, whether or not you have experienced or witnessed them, while you were NOT deployed”

31 The question was worded as follows: “Have you ever heard colleagues making jokes on any of the following topics, or were you the object of them, when you were on deployment?”

Box 6.3: Problems returning from a peace operation, by branch and sex

What problems did you face/face IN THE COUNTRY after a UN peace operation?										
Check all that apply	Army		Navy		Air Force		Deployed (all branches)		Not Deployed (all branches)	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Problems in my relationship with my partner	20%	31%	45%	34%	41%	48%	19%	28%	40%	40%
Problems in my relationship with my spouse	6%	12%	10%	16%	19%	16%	3%	10%	17%	18%
Problems with family members	9%	12%	10%	11%	30%	12%	11%	9%	14%	16%
Problems with my children	22%	12%	38%	26%	26%	32%	14%	15%	41%	22%
Problems with my friends	2%	4%	0%	5%	7%	4%	2%	4%	4%	5%
Financial problems	6%	8%	15%	5%	15%	12%	10%	10%	8%	6%
Finding that I had been cheated on by my partner	13%	12%	28%	26%	26%	12%	11%	11%	27%	21%
Divorce/ Separation	21%	17%	28%	21%	26%	24%	14%	17%	34%	21%
Demerit	0%	1%	3%	0%	15%	0%	2%	1%	4%	0%
Time wasted from being on a mission	10%	18%	23%	18%	15%	24%	11%	21%	17%	17%
I started to feel dislike for my colleagues here	1%	3%	3%	3%	11%	0%	3%	2%	2%	4%
Mental health problems	9%	6%	20%	13%	7%	8%	5%	6%	20%	10%
Physical health problems	11%	7%	35%	18%	15%	12%	8%	7%	27%	15%
Boredom	5%	5%	3%	3%	22%	12%	6%	6%	7%	5%
Social stigma/ rejection by people	3%	0%	0%	5%	0%	0%	3%	0%	1%	2%
I missed opportunities to advance my career	4%	6%	5%	5%	7%	8%	3%	3%	7%	10%
Some people spread rumours about me	17%	8%	18%	5%	44%	12%	23%	8%	18%	9%
Wanting to deploy again and not being able to do it because of my problems	9%	7%	5%	0%	15%	0%	9%	5%	9%	5%
No problem	41%	46%	23%	34%	19%	32%	41%	45%	25%	37%

Most men and women received no formal assistance upon returning from a UN peace operation

Most of the personnel reported having received no assistance upon returning to Uruguay after deployment. Only 2% of the men and 1% of the women surveyed had help from the UN, 6% of the men and 2% of the women had help from a formal programme in the Armed Forces, no men or women had help from a supervisor, 11% of the men and 16% of the women received help from colleagues, and less than 1% received help from mentors.

Most of the men and women received help to make the transition from their family (77%) and friends (23%). Women were more likely to receive help from both their family (81% women and 73% men) and friends (29% women and 17% men).

Most men and women have heard of negative experiences during peace operations

While around 88% of those who heard negative stories said they did not affect their decision to deploy or redeploy, 54% of the men and women surveyed have heard of men who have had negative experiences during a peace operation in the UN and 45% have heard of women who have had negative experiences (50% of women and 40% of men).

Women are less likely to submit requests motivated by the good experiences of their colleagues in the mission

While 15% of men applied for a peace operation because their colleague had a good experience on a mission, only 5% of women applied for this reason.

Box 6.4: Problems during the mission by branch and gender ³²

Which of the following problems did you face while deployed on a mission?												
	Armed Forces			Army			Navy			Air Force		
	Total	Men	Women	T	M	W	T	M	W	T	M	W
Health problems	14%	19%	17%	19%	6%	14%	21%	20%	22%	21%	14%	27%
Problems with local people	11%	16%	7%	11%	16%	6%	7%	15%	0%	21%	14%	27%
Problems with payment	17%	15%	19%	11%	9%	14%	16%	20%	13%	45%	36%	53%
Homesickness	39%	31%	47%	41%	35%	47%	37%	5%	65%	35%	50%	20%
Hygiene and lodging problems	12%	9%	15%	12%	9%	15%	16%	10%	22%	7%	7%	7%
Food	19%	12%	26%	19%	12%	15%	26%	15%	35%	10%	7%	13%
Insecurity	19%	27%	12%	16%	22%	11%	28%	35%	22%	17%	36%	0%
Relationship problems at home	9%	10%	7%	7%	9%	6%	9%	5%	13%	14%	21%	7%
Relationship problems on mission	21%	14%	27%	13%	7%	18%	37%	30%	44%	35%	14%	27%
None	25%	32%	19%	29%	37%	22%	16%	25%	9%	21%	21%	20%

³² Statistics on male and female personnel deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

How cross-cutting issue areas might affect peace operations experiences

The experiences of women and men who deployed to a peace operation detailed in this section demonstrate that, although women are sometimes included in social and sporting activities, women face negative experiences related to unwanted behaviours such as jokes and rumours. Therefore, issue area 10 intersects with issue area 6 in the sense that hearing about or experiencing harassment means that the culture of the mission can be hostile to women.

As in the case with issue area 4, judgments about mothers who deploy can create negative mission-related experiences for women. Respondents often said that while everyone misses their children when deployed, it is worse for women because of their social roles/expectations as mothers. In this way, issue area 9 intersects with issue area 6.

Gaps in perceptions and experience

Peace operations experiences are a high priority issue area for the Armed Forces of Uruguay. Differences between men's and women's experience focus on roles matching skills, homesickness, health problems, housing/hygiene problems, insecurity, relationship problems, and health problems when returning. These differences are summarised in Boxes 6.4 and 6.5.



ISSUE AREA 7: Career Value

MEDIUM
PRIORITY

The career value issue area measures whether peace operations help the careers of military personnel. This, in turn, affects the likelihood of men and women being deployed and redeployed. Women who have been deployed may choose not to deploy again if it does not represent advantages for their future professional development.

Summary of findings

Although UN peace operations are highly regarded by the government, the Armed Forces and the media, UN deployments do not necessarily help personnel advance their careers. Men in the lower ranks have reported that they will earn less if they deploy because the additional income is less than what they would earn from a second job.

OPPORTUNITIES

- Participation in UN peace operations is important in Uruguay's foreign policy.

BARRIERS

- Women are less likely to believe that participating in peace operations will advance their careers.
- Especially lower-ranking personnel consider that deployment in peace operations has an opportunity cost. Women worry about losing their role and status if they are absent from the country; men feel they will earn less overall, as the additional income is less than what they earn from a second job.

GAPS IN PERCEPTIONS AND EXPERIENCE

- While the government and the Armed Forces promote UN deployments as prestigious, this does not always translate into career advancements.
- Women surveyed are less likely to report that UN peace operations benefit their careers than men.

DIFFERENCES BETWEEN BRANCHES

- Overall, Army respondents felt that deployment in peace operations was more likely to advance their careers than in other branches.
- Box 7.1 illustrates some differences between branches in career advancement, although the results are not statistically significant and would require further investigation.

The findings in detail

OPPORTUNITIES

Peacekeeping is part of Uruguay's foreign policy

The country historically supports the UN and its missions as part of its foreign policy.

There is a monument dedicated to peacekeeping

There is a peacekeeping monument in ENOPU. The Memorial is also located in the SINOMAPA and at the initiative of the Uruguayan contingent a monument was created in the Uruguayan base of MONUSCO (there used to be another one in the Uruguayan base of MINUSTAH).

There is a project presented at the parliamentary level to make a monument in a public space in homage to the military personnel who fell in fulfilment of peace operations.

Peacekeeping stories appear in the media

Stories related to peacekeeping appear on television, radio and YouTube channels. Some journalists take advantage of the rotations to visit Uruguayan troops in MONUSCO. For example, photographer Armando Sartorotti wrote a book entitled *Beyond Duty*, which highlights the work carried out by Uruguayan soldiers in the Congo, while writer Daniel Brown in *Histories of peace and war* collects individual stories of members of the Armed Forces.³³

The contribution of women to peacekeeping is recognised at the institutional and UN levels

The contribution of women to peacekeeping is highlighted in the institutional and UN media.³⁴

Men and women are recognised for their participation in peacekeeping

Around 91% of those surveyed who had deployed received recognition for their participation in peacekeeping. Recognition has been increasing, as shown by the different deployment experiences over time and the perception of recognition by the respondents.

Box 7.1: Peacekeeping recognition by branch ³⁵

When you returned from deployment, who acknowledged your participation in a peace operation?								
	Army		Navy		Air Force		All the branches	
	Women	Men	Women	Men	Women	Men	Women	Men
Inside the Force	48%	63%	44%	55%	40%	64%	46%	62%
Media	6%	7%	4%	0%	13%	7%	6%	6%
Neighbours/the community/the town	14%	10%	17%	15%	0%	14%	13%	12%
Government	1%	7%	4%	10%	0%	7%	2%	8%
Family	100%	100%	100%	100%	100%	100%	100%	100%
I did not receive recognition	8%	6%	4%	15%	20%	14%	9%	9%

Honours are awarded to peacekeepers in the country

UN medals are awarded on the ground during deployment. Recently, there were three requests from the Commander of the Uruguayan Contingent to grant recognition to three women (two in combat activities, one in administrative activity) for certain outstanding actions during their deployments in MONUSCO. Recognition consists of promotion to the next higher grade. Medals are also awarded for heroic military deeds.

33 See: www.elobservador.com.uy/nota/un-ojo-uruguayo-en-el-congo-20114111940. See also: www.enperspectiva.net/en-perspectiva-programa/entrevistas/je-suis-i-am-yo-soy-una-exposicion-del-fotografo-armando-sartorotti-que-recoge-los-rostros-de-las-mujeres-victimas-de-violacion-en-la-guerra-en-el-congo/ and "Las mujeres violadas y los huérfanos del Congo": www.bbc.com/mundo/noticias/2016/03/160309_galeria_congo_retratos_de_victimas_ap. www.elobservador.com.uy/nota/cascos-azules-uruguayos-frenaron-ataque-de-grupo-rebelde-en-el-congo-2017111713410; in relation to women in peacekeeping, the press covered the appointment of three women as President and Assistant Vice President: www.elpais.com.uy/informacion/mujeres-uruguayas-misiones-armadas-paz-mundial.html; mundo.sputniknews.com/america-latina/202003091090725131-mujer-militar-en-uruguay-y-en-el-congo-la-historia-de-valeria-rodriguez-fotos/; galeria.montevideo.com.uy/Revista-Galeria/Ellas-son-las-primeras-edecanas-del-presidente-y-la-vicepresidenta-uc746091; www.canal10.com.uy/martina-elizalde-oficial-la-armada-nacional-n639814.

34 See, e.g.: www.presidencia.gub.uy/comunicacion/comunicacionnoticias/mdn-dia-contra-violencia-mujer; www.presidencia.gub.uy/comunicacion/comunicacionnoticias/cumbre-mantenimiento-paz-vazquez-naciones-unidas-; www.presidencia.gub.uy/comunicacion/comunicacionnoticias/reunion-mujer-ca-bachelet-onu-mujeres-promueve-participacion-femenina-misiones-paz.

35 Statistics on male and female staff deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

BARRIERS

Men and women believe that peacekeeping advances careers, although women do so to a lesser extent

Overall, 49% of personnel believe that peacekeeping deployments advance their careers a lot, and 21% said they advance their careers somewhat. However, women were less likely to have an expectation of career advancement with respect to peace operation deployments. Respondents from the Army were more likely to say that peace operation deployments advanced their careers.

Of those who were deployed, 33% said the deployment advanced their careers; 28% of women reported career advancement, compared to 38% of men. About 68% of the men and women surveyed developed new skills. Only 3% believed they had missed opportunities during deployment.

Of those who did not apply for a peace operation, no one said it was because it would not contribute to their career.

There is an opportunity cost to deployment

Some people have a second job, which means that they may not be willing to leave because they cannot have time off from it. This is more likely to be a problem for men than women.

According to interviews, some women mentioned being concerned about preserving their role and status in the Armed Forces and feared that if they deployed, they would lose their position.

Deployment in peace operations is not a criterion for promotion

The promotion system is under the military organic law whereby peace operations are not a criterion for promotion. Promotions in rank occur based on the legal requirements for promotion: military conditions acquired in training, pre-established standard courses, exams, and physical and health conditions. Peace operations are not a criterion. Officers are assigned to positions based on military ranks and professional qualifications. The Boards of Qualifications are composed of senior officers of the forces. After the rank of colonel or equivalent, the officers must be proposed for promotion by the Executive (Ministry of National Defence and Presidency).

There is no national peacekeeping day

There is no national day of peacekeeping. However, Uruguay celebrates and disseminates the recognition of its personnel in peace operations during the international day of peacekeepers (May 29).

Peace operations deployments do not result in promotions

Only 6% of the interviewed group reported that their deployment contributed to their promotion (3.3% of women and 2.4% of men).

Women receive less recognition for their peace operations deployment

In the survey, 62% of surveyed men who had been deployed reported receiving recognition within the Armed Forces, compared to 50% of surveyed women.

Gaps in perceptions and experience

Career value is an issue area of medium priority for the Armed Forces of Uruguay. Women may have different perceptions of whether peacekeeping benefits their career compared to men.

There were differences between the institution and perceptions regarding whether peacekeeping advances the career and recognition by the government and the media for the deployments. Institutionally, Uruguay does a lot to promote its participation in peacekeeping, highlighting its value at the national level. However, at the personnel level, people don't overwhelmingly believe that deployments help their career. Women are less likely to believe that it helps them in their career.



ISSUE AREA 8: Top-down leadership

MEDIUM
PRIORITY

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

Summary of findings

Top-down leadership is an issue area of medium priority for the Armed Forces of Uruguay. Senior level buy-in into the importance of gender equality is high; the high command speaks publicly on the subject and attends trainings. However, challenges persist as these public commitments have not yet led to changes in the institutional culture. Addressing high-priority issue areas (household constraints, peace operations experiences, and gender roles) will require the high command to show greater leadership on gender equality when it comes to challenging gender norms and effecting institutional changes in policies and practices.

Uruguay is working on systematising the approach of the Armed Forces on the incorporation of the gender perspective through the creation of a National Action Plan on UNSCR 1325 by making gender training a standard part of the military curriculum and by incorporating the gender perspective in all areas of military education.

OPPORTUNITIES

- The high command shows its support for gender equality by attending trainings and meetings and by making public statements in support of gender mainstreaming.
- The Ministry of National Defence has a Specialised Commission on Gender created in 2012 that is competent to receive all types of complaints related to sexual or workplace harassment. In addition, the Specialised Gender Commissions organise gender workshops within their branch.
- There is a national framework to address SEA in peace operations and evidence that it is used.
- There are pioneer women and male allies for gender equality in the Armed Forces.
- A National Action Plan for UNSCR 1325 is under development.

BARRIERS

- In percentages, women hold more command positions than men. The barrier, if it exists, is found in the entry and retention of women in officer training schools.
- Gender training is not systematised in the curriculum of the military academy,³⁶ and it has not been generalised in all educational activities of the Armed Forces, which the National Action Plan will contemplate.

CROSS-CUTTING ISSUE AREAS

- When gender training opportunities emerge, the higher command is more likely to reach out to offer them to women. This may indicate that gender training is seen as something that women should do or should have experience in, rather than a standard competency for all Armed Forces personnel.

GAPS IN PERCEPTIONS AND EXPERIENCE

- The high command seems to have more training in gender than the junior staff.
- Although the high command is more likely to approach women for gender training, more men report receiving gender training.
- Of the people surveyed, and compared to men, women report a lower degree of willingness to discuss job-related issues with senior managers.

DIFFERENCES BETWEEN BRANCHES

- Navy and Air Force personnel reported taking more gender courses than Army personnel.
- The Air Force is the only branch that reports having a plan to mainstream gender into its training, although the Navy does cover some related topics in its human rights training.

The findings in detail

GOOD PRACTICE BOX - The Role of the Specialised Gender Commission of the Secretariat of State of the Ministry of Defence in Giving Gender Workshops

The Specialised Commission on Gender of the Secretary of State of the Ministry of National Defence conducts workshops to improve gender sensitivity in the personnel of the Armed Forces. The following figures show the significant increase in the number of personnel of the Armed Forces (both junior and senior) who received gender training: in 2015, there were 232 officials (184 men and 48 women); in 2016, 448 officials (302 men and 146 women); in 2017, 644 officials (531 men and 113 women); in 2018, 2,679 officials (531 men and 900 women) and in 2019, 3,560 officials (2,929 men and 631 women).

Moreover, the Specialised Commission on Gender gives gender-awareness workshops in the admission and promotion courses of the military and civilian personnel of the Secretary of State. In this framework, they coordinate the campaign “Relationships free of violence, 50 days of reflection” in various high schools and military schools in the country. Finally, since 2018, the Specialised Gender Commission participates in training workshops prior to the deployment of personnel in peace operations on the contribution of women in peace processes within the framework of Resolution 1325 “Women, Peace and Security”, highlighting the importance of the participation of women in the maintenance of peace. To date 1729 officials have received this training.

OPPORTUNITIES

The high command has taken gender courses

The high command of the Armed Forces has taken gender courses. An Advanced Course on Gender and National Defence is available annually at a Centre under the jurisdiction of the Ministry of National Defence and a course on Women, Peace and Security at the National School of Peace Operations of Uruguay. In 2019, the Military Institute for Higher Studies (IMES) organised a workshop on gender and peace operations.

Most of the officials and mid-career officials have taken a gender course.

The high command has publicly declared the importance of gender mainstreaming

The high command has publicly declared the importance of gender mainstreaming. The Commander in Chief of the National Navy made public reference to the promotion of women in the high ranks of the Armed Forces in his 2019 annual speech and highlighted the reflection and institutional changes within the Force that are being witnessed regarding this issue. The Air Force has a section dedicated to gender policy within its official website.

In addition, the topic Women, Peace and Security was included in the new National Defence Policy, approved by Decree No. 371/020 dated December 23, 2020.

Finally, it is worth mentioning that the President of the Republic has a woman as aide for the first time and the vice president has two.

There are women trailblazers

There are pioneer women who are known by the media and are often portrayed in the newspapers; they have also been recognised by government and military officials. They include: Andrea de los Santos and Lorena Cardozo (Army), María Eugenia Etcheverry and Carolina Arévalo (Air Force), Valeria Sorrenti and Valeria Rodríguez (Navy) for peacekeeping. Regarding the Armed Forces as a whole, the people surveyed and interviewed also mentioned Lorena Cardozo in the Army, María Eugenia Etcheverry in the Air Force, and Valeria Rodríguez in the Navy.

Men and women have served under women in command in UN peace operations

In the survey, 45% of the personnel who have been deployed in a UN peace operation have served under the orders of a female senior officer.

There are national meetings focused on gender equality

In 2019, the National Gender Council (CNG), within the framework of the commemoration of International Women's Day, held the central act "Gender equality: State policy" in which ministers and high authorities of the State, the Director General of Human Resources of the Ministry of National Defence, and members of the Specialised Commission on Gender of the Ministry of National Defence participated.

There is a Specialised Gender Commission to raise awareness about gender sensitisation

In 2012, the Specialised Commission on Gender was created in the Ministry of National Defence,³⁷ with staff dedicated exclusively to the subject. Hundreds of personnel awareness workshops have been held, training approximately 8,000 people to date.

There are gender advisors in the Ministry of National Defence

There is gender advisory support in the Ministry of National Defence. The Specialised Commission on Gender was created by Resolution No. 61,458 of May 17, 2012, within the framework of Law 18,104 of March 15, 2007. The main objective of this law is to promote equal rights and opportunities between men and women. The Commission promotes the development of gender equality policies and the effective respect of human rights.³⁸ It works in coordination with the active participation in work meetings in the National Gender Council, the Advisory Council for the Fight against Domestic Violence, the National Council for Sexual Diversity and the National Council for the Prevention and Combat of Human Trafficking, the ministerial representatives being the Undersecretary of National Defence and the General Director of Human Resources.³⁹

Uruguay is in the process of preparing a National Action Plan for UNSCR 1325

There is an Inter-institutional Working Group created by resolution of the Ministry of Foreign Affairs that oversees the preparation of the National Action Plan on UNSCR 1325.

There is a national legal framework to address SEA in peace operations

The national framework to address sexual exploitation and abuse related to peacekeeping is contained and regulated by the Protocol for Action on Complaints of Abuse, Sexual Exploitation and/or Paternity communicated by the UN. This Protocol was approved by Ordinance 102/15 of the Ministry of National Defence and is a public document that anyone can access and that must be presented to and accepted by anyone who is going to deploy abroad. This document establishes the procedure to follow from the moment the national authorities (Ministry of Foreign Affairs) receive the alleged violation from the UN. This procedure is primarily administrative, which means that ordinary judicial or military consequences can follow. The results of the investigation and eventually the ordinary or military justice channels are reported to the UN. In cases of confirmation of paternity, the Ministry of Foreign Affairs initiates processes to try to guarantee that the children receive alimony from the father. These processes have not been successful so far, not only because of the institutional and legal difficulties encountered in the countries where these abuses were committed to obtain simple documents (that is, birth certificates) and the bureaucracy faced by the mother to initiate a process of international alimony, but also because of the difficulties at the national legal level in finding reasons to initiate alimony process if the father refuses to cooperate.

The Armed Forces ensure that women have adequate medical care while they are deployed

The National Directorate of Health of the Armed Forces fully complies with the protocols of action in accordance with the stipulations for the health care of women, girls, and adolescents.

37 www.presidencia.gub.uy/comunicacion/comunicacionnoticias/aplicacion-de-politica-de-genero-ministerios-defensa-y-ganaderia

38 www.gub.uy/ministerio-defensa-nacional/politicas-y-gestion/comision-especializada-genero

39 www.gub.uy/ministerio-defensa-nacional/politicas-y-gestion/comision-especializada-genero

Men and women are willing to approach their superiors about opportunities

About 87% of the persons surveyed said they would be willing to approach their superior officer to request more training to better fulfil their duties. Approximately 74% said they were willing to approach their senior officers to discuss peace operation deployment opportunities. About 73% said they were willing to reach out to senior officers about inappropriate behaviour from their colleagues; 77% said they were willing to approach their senior officers to discuss personal matters that affect job performance.

Women are generally open to going to their superiors to discuss career progression, although to a lesser extent when compared to men

Around 43% of the women were very willing to approach a superior officer to request more training to better fulfil their job duties and 41% were willing; 52% of the men were very willing and 40% were willing to approach their superior officers to ask for more training.

About 33% of women were very willing and 41% were willing to approach a superior officer to discuss personal or family matters that affect their ability to fulfil their duties, compared to 37% of men who were very willing and 43% who were willing to approach a superior officer.

Box 8.1: Willingness to approach superiors about job training by branch and sex

How willing would you be to approach a superior to require further training in order to better fulfil your duty?						
	Army		Navy		Air Force	
	Women	Men	Women	Men	Women	Men
Very willing	41%	49%	35%	66%	67%	44%
Willing	41%	42%	53%	26%	26%	48%
Neither willing nor reluctant	9%	8%	5%	5%	4%	4%
Reluctant	6%	0%	8%	0%	4%	4%
Very reluctant	2%	2%	0%	3%	0%	0%

BARRIERS

There are no incentive plan or advertising campaigns to disseminate and promote the entry of men and women to the Armed Forces

There are only specific campaigns for admission to officer training schools.

Men and women have little awareness of UNSCR 1325

Approximately 36% of high-ranking officers had heard of UNSCR 1325 and 17% of lower-ranking officers had heard of it. Of those who had, 93% of high-ranking officers correctly described UNSCR 1325, compared to 73% of low-ranking officers. High-ranking female officers were less likely to correctly describe UNSCR 1325 compared to high-ranking male officers and compared to lower-ranking female personnel.

Gender training is not part of the base study programme at the military academy

Gender training is not part of the military academy curriculum. Human rights subjects are taught as part of training school curricula and the new plan of the Air Force is to incorporate the gender perspective in their training. However, it should be noted here that gender awareness activities are taught in different occasions to the forces, and are always included in the pre-deployment workshops for peace missions (with a mandate to protect civilians) within the module on women's contribution to peace processes that, in addition to the courses taught by ENOPU, are organised in the scope of the Ministry of National Defence.

Knowledge of gender tools

About 33% of the personnel surveyed had heard of gender tools in the Armed Forces.

Women are more likely to have more gender training opportunities

Only 23% of women and 5% of men surveyed said that a senior officer had approached them to provide gender training. Respondents from the Navy were relatively more likely to say that they had been contacted by a senior officer about gender training.

Most of the deployed personnel did not receive gender training as part of their pre-deployment training

It is not just about gender training as such, but about pre-deployment training. According to the survey, 42% of those surveyed who had been deployed said they received gender training as part of pre-deployment training before participating in a UN peace operation. About 31% said they had received training on gender issues as part of the Armed Forces prior to deployment, but that it was not part of the pre-deployment training. Approximately 18% received gender training both as part of pre-deployment training and in the Armed Forces and 10% reported that they did not receive any gender training.

Among those who said they deployed with a battalion, 39% of those surveyed who had deployed said they received gender training as part of pre-deployment training before participating in a UN peace operation. Around 34% said they had received training as part of the Armed Forces before deployment, but that it was not part of the pre-deployment training. Around 13% received gender training both as part of pre-deployment training and in the Armed Forces. Around 14% reported that they received no gender training. Among those who said they deployed individually, 42% of those surveyed who had deployed said they received gender training as part of pre-deployment training before participating in a UN peace operation. About 35% said they had received training as part of the Armed Forces before deployment, but that it was not part of the pre-deployment training. About 15% received gender training both as part of pre-deployment training and in the Armed Forces. About 8% reported that they did not receive gender training.

Box 8.2: Pre-deployment gender training by branch and sex⁴⁰

Did you receive training in Uruguay on gender issues and/or sexual exploitation and abuse BEFORE BEING DEPLOYED on a peace operation?							
	Army		Navy		Air Force		All the branches
	Women	Men	Women	Men	Women	Men	Total
Yes, in the Force, not as part of pre-deployment training	34%	27%	26%	30%	33%	36%	31%
Yes, as part of pre-deployment training on a UN mission	37%	52%	39%	25%	47%	43%	42%
Yes, both	12%	22%	13%	35%	7%	21%	18%
No	16%	0%	22%	10%	13%	0%	10%

Box 8.2a shows the responses broken down by peace operations among the three most common missions: MINUSTAH (Haiti), the United Nations Mission in the Democratic Republic of the Congo (MONUC) and the United Nations Stabilisation in the Democratic Republic of the Congo (MONUSCO, which replaced MONUC).⁴¹ Among those surveyed who had deployed to MINUSTAH, 31% received gender training within the Armed Forces, not as part of pre-deployment training; 35% received it only as part of pre-deployment training; 25% received both trainings, and 9% did not receive such training. Among those surveyed who had deployed to MONUC, 24% received gender training within the Armed Forces, not as part of pre-deployment training; 39% received it only as part of pre-deployment training; 23% received both trainings and 15% did not receive such training. For MONUSCO, 32% received gender training within the armed forces, not as part of pre-deployment training; 46% received it only as part of pre-deployment training; 20% received both trainings, and 3% did not receive such training.

⁴⁰ Statistics on male and female staff deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.

⁴¹ It should be noted that MONUC ended in 2010 being replaced by MONUSCO and MINUSTAH ended in 2014.

Box 8.2a: Pre-deployment gender training for peace operations⁴²

Did you receive training in Uruguay on gender issues and/or sexual exploitation and abuse BEFORE BEING DEPLOYED on a peace operation?			
	MINUSTAH	MONUC	MONUSCO
Yes, in the Force, not as part of pre-deployment training	31%	24%	32%
Yes, as part of pre-deployment training on a UN mission	35%	39%	46%
Yes, both	25%	23%	20%
No	9%	15%	3%

Women are less likely to receive gender training before deployment

While all personnel receive the same pre-deployment training, the survey results found that women are more likely to report that they do not receive gender training. Around 17% of women reported that there was no gender training as part of pre-deployment or in the Armed Forces prior to deployment, compared to 2% of men. Women were also less likely to report having received gender training both as part of prior deployment and with the Armed Forces previously. About 12% of women received both types of gender training and 25% of men received both.

How cross-cutting issue areas might affect top-down leadership

Cross-cutting issue area 9 intersects with issue area 8. This is evident because women are more likely to get opportunities to participate in gender training than men. In reality, men and women should receive gender training equally. The underlying reason for this is likely that women are associated with gender training and are therefore more likely to be asked to participate in gender training.

Gaps in perceptions and experience

While it is true that Uruguay has made a commitment to gender equality within its security forces, personnel experiences do not always align with policies. There are gaps between the institution and the experiences of the personnel. Gaps include the high command's knowledge of 1325 and where gender training is offered. Additionally, there are gaps between men's and women's experiences when it comes to working with the high command. The areas in which there seem to be differences between the experiences of men and women are about knowing a female trailblazer, gender training, knowing the 1325 and accessibility of leaders about training.

42 Statistics on male and female staff deployed within the branch should be interpreted with caution and may not be completely reliable due to the small sample size.



ISSUE AREA 9: Gender roles

HIGH
PRIORITY

The gender roles cross-cutting issue area explores whether the prevalence of gender stereotypes and discriminatory attitudes influences the number of women deployed and their ability to meaningfully participate in peace operations. We assess this by looking at the degree to which women and men have traditional roles and views about the roles men and women play in society. We also evaluate the degree 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

In the Armed Forces of Uruguay traditional gender roles continue to play an important role in terms of the meaningful participation of women. Uruguay has excelled in a number of institutional reforms on gender, but because gender stereotypes are cultural, they are more difficult to change and more difficult to identify.

Institutions have improved institutional gender equality and leaders and personnel speak explicitly in favour of gender equality. However, there continue to be stereotypical perceptions of gender roles that affect the meaningful participation of women in peace operations, including in relation to the gender protection norm.

OPPORTUNITIES

- Women are not prohibited from engaging in combat and most members of the personnel believe that women are capable of combat.
- Women and men in the Armed Forces do not strongly support traditional gender roles.
- There have been no records of cases of gender or sex discrimination against the Armed Forces.

BARRIERS

- Women are less likely to be deployed to dangerous missions and less likely to perform operational roles, both because those who lead want to protect them and because women do not want to serve in them.
- Women are more likely to work in stereotypically feminine roles on mission, even when it comes to additional tasks outside of their duties.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Uruguay has many laws and policies that provide for gender equality and the high command speaks in favour of gender equality, but the type of work that women and men do in practice still reflects traditional gender roles. There is still a perception that men should protect women.
- Women and men reported that they took on quite different roles and tasks within the mission.

DIFFERENCES BETWEEN BRANCHES

- More research is needed to establish conclusive differences between the branches. However, women in the Air Force and Navy had more contact with the local population than those in the Army.

The findings in detail

OPPORTUNITIES

There have been no cases of discrimination based on gender or sex against the Armed Forces

There have been no cases of discrimination based on gender or sex against the Armed Forces.

Women are not prohibited from fighting in any branch

All duties in the military, including combat duties, are open to women.

Men and women believe that women are capable of fighting

About 96% of women and 92% of men agreed that women are capable of fighting; 99% agreed that men are capable of fighting.

Men and women do not strongly support traditional gender roles

Only 9% of women and 13% of men believe that men are better political leaders than women and should be elected instead of women. Less than 2% of women and men agree that men must have children to be considered true men. About 1% of women and 3% of men agreed that women must have children to be true women. About 3% of women and 2% of men agreed that changing diapers, bathing children, and cooking are the responsibility of the mother. Less than 2% of women and 4% of men agreed that men should have the final say on decisions at home. Less than 1% thought that deployment to a peace operation meant that a man or woman could not be a good father or mother. Approximately 18% of men and women agreed that men need more sex than women. In general, women were less likely to agree with statements about traditional gender roles compared to men.

It is common for women to drive vehicles in the country

It is quite common for women to drive vehicles in Uruguay.

BARRIERS

Gender protection norm

The military high command is reluctant to have women injured while deployed

Some interviewees reported that, in their experience, there is a social construction regarding the gender protection norm in the institution according to the perception of risk held by the high command.

Participation of women in operational activities in the mission

More than 50% of surveyed women who had been deployed in UN peace operations participated in operational activities during deployment, compared to 82% of men. Among those deployed with a battalion, 69% said they were participating in operational activities and 62% of individually deployed personnel said they were participating in operational activities.

Within the Army, 52% of surveyed women and 85% of surveyed men participated in operational activities during deployment. Within the Navy, 52% of surveyed women and 85% of surveyed men participated in operational activities during deployment. Within the Air Force, 60% of surveyed women and 64% of surveyed men participated in operational activities during deployment.

Respondents who served in infantry and intelligence units were significantly more likely to say they participated in operational activities, while respondents who served in headquarters units were less likely to say they participated in these activities. Women in general are less likely to participate in mission operations even when their unit is considered.

As can be seen in Box 9.1, among those surveyed who had deployed in a contingent, 81% of men and 54% of women had participated in operational activities during their deployment. Among the individuals who were deployed individually, 75% of the men and 62.5% of the women participated in operational activities. Within missions, 82% of men and 49% of women in MINUSTAH, 85% of men and 46% of women in MONUC, and 81% of men and 52% of women in MONUSCO participated in operational activities.

Box 9.1: Participation in operational activities by type of deployment

Were you involved in operational activities during the deployment?	Deployment via contingent		Individual deployment	
	Men	Women	Men	Women
Yes	81%	54%	75%	62.5%
No	19%	46%	25%	37.5%

Box 9.2: Participation in operational activities by peace operation

Were you involved in operational activities during the deployment?	MINUSTAH		MONUC		MONUSCO	
	Men	Women	Men	Women	Men	Women
Yes	82%	49%	85%	46%	81%	52%
No	18%	51%	15%	54%	19%	48%

Women are less likely to interact with locals during deployment

About 48% of women and 62% of men interacted with locals every day. Some 30% of men and women interacted with the locals once a week. About 8% of women interacted with locals once every two to three weeks, compared to 3% of men. About 6% of the women and 3% of the men interacted with the locals once a month. Approximately 4% of women said they never interacted with locals, compared to 1% of men.

Among those who said they had deployed as part of a battalion, 62% said they interacted with local people every day, 30% said once a week, 3% said once every two to three weeks, 2% said once a month, 2% said once every few months, 2% said once during deployment, and 2% said they never interacted with local people during deployment. Among those who said they deployed individually, 50% said they interacted with locals every day, 33% said once a week, 8% said once every two to three weeks, 8% said a once a month, 2% said once every few months, 0% said once during deployment, and 3% said they never interacted with local people during their deployment.

Box 9.3: Interaction with the local population during the UN peace operation by branch and sex ⁴³

How often did you interact with the local population during your deployment?						
	Army		Navy		Air Force	
	Women	Men	Women	Men	Women	Men
Every day	46%	57%	36%	75%	73%	64%
Once a week	29%	34%	50%	20%	13%	29%
Every two to three weeks	11%	4%	0%	0%	7%	0%
Once a month	6%	3%	9%	5%	0%	0%
Every several months	3%	0%	0%	0%	0%	7%
Once during deployment time	3%	0%	0%	0%	0%	0%
Never	3%	2%	5%	0%	7%	0%

Women serve in different peace operations

The surveyed peacekeepers reported being sent to peace operations in Angola, Cambodia, Colombia, Ethiopia and Eritrea, Iraq and Kuwait, Haiti, Mozambique, the Central African Republic, the Democratic Republic of the Congo, the Sinai Peninsula, and South Sudan. No women surveyed went to Angola, Cambodia, Colombia, Ethiopia and Eritrea, Mozambique, the Sinai Peninsula, or South Sudan. However, women have participated in several of these missions. Approximately 62% of the surveyed peacekeepers were deployed in MONUSCO, 29% in MONUC and 38% in Haiti.

Women are more likely to think that some missions are dangerous and therefore do not apply

Of those who did not request deployment to a UN peace operation, only 8% of women and 3% of men said it was because the missions were too dangerous. Respondents from the Army were relatively less likely to say they had not applied because it was too dangerous.

Women want to deploy to different missions than men

In the survey, 51% of respondents wanted to deploy in Haiti, 47% in the Democratic Republic of the Congo, 23% in the Golan Heights, 10% in Cyprus, 8% in the Central African Republic, 7% in Ukraine, 6% in the Middle East, 5% in Lebanon, 5% on the India-Pakistan border, 5% in Iraq, 2% in Bosnia, 2% in Serbia and 1% or less in Mali, Darfur, Kosovo, Somalia, Burundi, Albania, and Macedonia and Montenegro.

Around 58% of the women wanted to deploy in Haiti and 44% of the men wanted to deploy in Haiti. Around 17% of women wanted to move to the Golan Heights, compared to 17% of men. Around 7% of the men wanted to deploy in Lebanon and 3% of the women wanted to deploy in Lebanon. Around 7% of men wanted to deploy to Afghanistan, compared to 2% of women.

The movement of women in missions is more restricted than that of men

For security reasons, no one in the contingents, regardless of gender, leaves the base individually. According to the survey, 78% of the women said they needed an escort when leaving the base, compared to 63% of the men. Almost 60% of the men and women said they did not have access to vehicles during the mission. In the Army, 82% of women and 68% of men said they needed an escort. In the Navy, 74% of women and 50% of men said they needed an escort. In the Air Force, 60% of women and 57% of men said they needed an escort.

Box 9.4 shows that among personnel deployed through a contingent, 56% of the men surveyed and 80% of the women surveyed said they needed an escort to leave the base. About 50% of the men and 79% of the women deployed individually required an escort. There were no differences in mobility between the people surveyed from the different units.⁴⁴

Among those deployed to MINUSTAH, 71% of men and 77% of women stated that they needed an escort to leave the base. Among those deployed to MONUC, 59% of men and 86% of women reported needing an escort. Among those deployed to MONUSCO, 70% of men and 83% of women reported needing an escort.

Box 9.4: Needing an escort to leave the base by type of deployment

Did you need an escort to leave the base/compound?	Deployed via contingent		Individually deployed	
	Men	Women	Men	Women
Yes	56%	80%	50%	79%
No	33%	13%	40%	13%
Depending on the mission	11%	8%	10%	4%

44 The only exceptions were that respondents from maintenance/mechanics units were slightly more likely to say they could leave the base when they wanted and respondents from constituted units were more likely to say they needed an escort.

Gendered division of labour

Men and women engage in a variety of additional duties on the mission outside of their regular duties, but the duties differ between men and women

Respondents who had deployed participated in the following tasks in addition to their usual activities: 39% cooked, 70% cleaned, 27% drove, 32% provided translation services, 69% participated in community outreach activities, 22% provided medical care, 22% taught, 10% provided childcare, and 30% were mentors. Women were less likely to participate in driving and tutoring and were more likely to perform cleaning tasks. Women were also less likely to participate in teaching (17% of women and 27% of men).

Boxes 9.5 and 9.6 explore how participation in these additional tasks varies according to the roles of the people surveyed during the mission. Box 9.5 breaks down the respondents according to their type of deployment and the way they were deployed. Respondents who deployed with a contingent were significantly less likely to say they participated in community support activities, but they were also less likely to say they did not do any of these activities.

Box 9.5: Additional tasks by type of deployment

While on mission(s), did you participate in any of the following activities in addition to your usual duties?	Deployment via contingent		Individually deployed	
	Men	Women	Men	Women
Cooking	36%	44%	55%	58%
Cleaning	56%	77%	50%	88%
Driving	44%	15%	45%	4%
Translating	39%	31%	35%	33%
Community support activities	56%	74%	60%	67%
Provision of health services	17%	23%	15%	25%
Teaching	17%	18%	30%	21%
Child-care	11%	8%	15%	8%
Individual or groups orientation	28%	31%	45%	8%

Few men and women have served as gender focal points

According to the survey, 8% of men and 11% of women have served as gender focal points. It is worth clarifying that it is a relatively new topic and that, in addition, there is a limited number of focal points per unit deployed.

Gender stereotypes about who should respond to different incidents in a peace operation

According to Box 9.7, the responses reflect perceptions based on gender stereotypes regarding the abilities of military men and women in peace operations. For example, 83% of the respondents believed that a woman was more prepared to interact with women and children in a conflict zone (reflecting the traditional role of women in the family and communication and empathy skills traditionally considered as belonging more to women) and only 9% answered a man. Likewise, 54% responded that a man is better prepared to respond to a terrorist attack (compared to only 8% of women), reflecting ideas linked to masculinity synonymous with courage and determination.

Box 9.6: Who should respond to different incidents in a peace operation

Imagine for a moment a military man and woman who are deployed on a peace operation. If only one of them could be chosen to perform the following tasks, which would you say is best suited for the task?			
	Women	Men	Both
Interact with women and children in a conflict zone	83%	9%	8%
Interact with the population in a refugee camp	42%	40%	17%
Train local military personnel	6%	69%	23%
Respond to an anti-government riot	11%	57%	31%
Respond to a possible terrorist attack after receiving a bomb threat	8%	54%	37%
Write status reports	43%	12%	45%

* The interviewer did not mention this option and tried to encourage the respondent to choose between male and female.

The box above shows the combined responses of male and female respondents. However, there were some gender differences in the responses:

Women were more likely than men to think that female peacekeepers should:

- interact with refugees
- train the local soldiers
- respond to a riot situation
- respond to a terrorist situation
- write situation reports.

Men were more likely than women to think that male peacekeepers should:

- interact with refugees
- train the local soldiers.

Gaps in perception and experience

Gender roles are a high priority issue area for the Armed Forces. This is because Uruguay has excelled in a number of institutional gender reforms, but because gender stereotypes are cultural, they are harder to change and harder to identify.

Regarding the gaps between the institution and perceptions, there were gaps regarding the mission to which men and women are deployed and the restrictions during the mission. Institutional rules suggest that there are minimal restrictions, but the survey shows that men and women do face restrictions while on missions.

Men and women differed in their responses regarding perceptions of gender roles in terms of interactions with local people, additional work, participation in operational activity, serving as leaders, safety concerns, and perceptions of gender roles in general. These perceptions of men and women and their roles affect the decisions that personnel make.



ISSUE AREA 10: Social exclusion

MEDIUM
PRIORITY

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

Summary of findings

Social exclusion is an issue area of medium priority for the Armed Forces of Uruguay. This is because, while there may not be high levels of institutional exclusion, there are still large differences between the experiences of men and women. This means that men can still engage in practices that make it difficult for women to be accepted into the security forces. On the other hand, women still feel that they must try to adapt to a masculine environment and not one characterised by gender equality.

OPPORTUNITIES

- Policies on sexual harassment and SEA are in place and known.
- Social cohesion is good, with many opportunities for women and men to come together through, e.g., joint trainings and mixed sports activities.
- People report being treated with respect, LGBTQ staff can and do openly serve, and most staff disagree with discriminatory expressions of masculinity.
- There is a Specialised Commission on Gender within the Ministry of National Defence, in charge of receiving complaints of discrimination, sexual and workplace harassment, and gender violence.

BARRIERS

- Women are more likely to be aware of jokes about appearance and harassment in the Armed Forces.
- Some lower-ranking staff members do not feel heard by their superiors.

GAPS IN PERCEPTIONS AND EXPERIENCE

- Women had different experiences than men when it came to hearing about bullying and other forms of discriminatory behaviour. They felt less included in some bonding activities such as sports.
- Senior management and junior staff had different perceptions in terms of negative bonding experiences and joint training sessions between men and women.

DIFFERENCES BETWEEN BRANCHES

- More research is needed to establish conclusive differences between the branches. The differences include the fact that more Army personnel view the Armed Forces as family than that in Air Force and Navy. Army personnel also showed a greater preference for mixed training.
- Members of the Air Force were more likely to state that they were aware of harassment than the other two branches (see Box 10.2) and women in the Air Force in particular had heard of more discriminatory jokes (see Box 10.3). In Box 10.4 small differences can be seen in negative bonding experiences.

The findings in detail

Box 10.1: Definition of sexual harassment

Regarding sexual harassment, the definition is given in article 2 of Law 18,561: “Sexual harassment is understood to be all behaviour of a sexual nature, carried out by a person of the same or different sex, not desired by the person to whom it is directed and whose rejection causes or threatens to cause damage in their employment situation or in their teaching relationship, or that creates an intimidating, hostile or humiliating work environment for the person receiving it”.

OPPORTUNITIES

Sexual harassment

There is an official policy on sexual harassment for members of the Armed Forces

There exists an official policy on sexual harassment for members of the Armed Forces. In 2020, the Ministry of National Defence decreed the “Protocol of action in situations of sexual harassment in the workplace and teacher-student relations of the Ministry of National Defence”. There, a procedure is established to formulate, receive, and deal with complaints. It applies to the entire jurisdiction, so it could also apply to a peace operation environment. The Specialised Commission on Gender of the Ministry, as well as those of each branch, are in charge of receiving inquiries and complaints regarding alleged cases of sexual harassment.

The personnel know harassment procedures

About 92% of the staff surveyed knew whom to talk to if their colleagues harassed or threatened them. There is no gender difference.

There is an anonymous complaint procedure for SEA

There is a telephone line at the Armed Forces level that allows the possibility of anonymous complaints about SEA. During the mission, the SEA focal points maintain what they call a ‘suggestion box’ where an anonymous report on any case of violation of the rules can be submitted. In terms of anonymous complaints about fraud, corruption or crimes in general, there is a channel established at the level of the Ministry of the Interior that allows anyone to present them. The person would report there as a citizen.

LGBTQ

There are no restrictions for LGBTQ personnel

LGBTQ individuals can serve in the Armed Forces as of May 20, 2009. All types of sexual relations are allowed within the Armed Forces. Stories about weddings have appeared in the media.⁴⁵

Social cohesion

Sports are used to create social cohesion

There are mixed sports and competitions. About 94% of respondents knew there are sports teams and events in the Armed Forces (96% of respondents from the Army, 88% of respondents from the Navy, 90% of respondents from the Air Force). About 92% knew these events were mixed (91% of respondents from the Army, 95% of respondents from the Navy, 88% of respondents from the Air Force).

Men and women participate in joint training exercises

Men and women participate in joint training exercises.

High levels of social cohesion

Approximately 54% of the people surveyed agreed that members of the Armed Forces are more of a family than ordinary people. Women and men were equally likely to think this. Around 60% of respondents from the Army, 39% of respondents from the Navy, and 44% of respondents from the Air Force agreed with this statement.

Men and women often socialise with each other

About 94% of those surveyed said that members of the Armed Forces socialised with each other outside of work and 97% said that women were invited to informal social activities. About 94% of the people surveyed had participated in a social activity with other members of the Armed Forces.

About 94% of respondents from the Army, 93% of respondents from the Navy, and 92% of respondents from the Air Force said that members of the Armed Forces socialised with each other outside of work. About 95% of respondents from the Army and 100% of respondents from the Navy and Air Force knew that women were invited to these informal social activities; 93% of respondents from the Army, 95% of respondents from the Navy, and 94% of respondents from the Air Force had participated in a social activity with other members of the Armed Forces.

Pranks on newcomers are not officially allowed in the Armed Forces

Pranks on beginners are not allowed in the Armed Forces.

Most of the people surveyed feel that all people in the Armed Forces are treated with respect

Around 67% of the people surveyed said that all people in the Armed Forces were treated with respect. However, women were less likely to say this than men (58% of women compared to 76% of men). Women were also more likely to say that women were treated with less respect (25% of women compared to 6% of men). Approximately 17% of the people surveyed thought that junior staff were treated with less respect. Less than 6% of the people surveyed said that elderly staff, civilian staff, men, people from ethnic minorities or majorities, and people with disabilities were treated with less respect. Respondents from the Army were relatively less likely to say that women and older personnel were treated with less respect.

Negative ideas about masculinity are not a major problem in the Armed Forces

We asked a series of questions about different forms of masculinity, including exclusion, domination, honour, and virility. Respondents did not score above the average score in each category.

Training of senior and junior staff

Some 61% of respondents believe there should be joint training for all ranks (64% of respondents from the Army, 54% of respondents from the Navy, and 60% of respondents from the Air Force). However, for 21% of respondents there should be separate training for senior and junior personnel (23% of respondents from the Army, 21% of from the Navy, and 15% of from the Air Force).

Most men and women support coeducation

About 85% of the people said that blended training was appropriate. Among those surveyed from the Army, 87% of the women and 80% of the men surveyed said that co-ed training was appropriate. About 90% of the women in the Navy and 80% of the men in the Navy said it was appropriate. About 85% of the women surveyed and 92% of the men surveyed from the Air Force said that co-ed training was appropriate.

BARRIERS

Mixed barracks or bathrooms

Gender-neutral bedrooms and bathrooms represent equality. Although there are mixed bathrooms in some facilities of the Armed Forces, they are not generalised in all units. Also, there are no co-ed barracks. Other countries have gender-neutral bathrooms and have experimented with gender-neutral barracks.⁴⁶

Participation of women in sporting events

About 58% of women have participated in sporting events organised by the Armed Forces. Approximately 83% of the men surveyed have participated in these events and teams. Among those surveyed from the Army and Navy, 59% of women and 83% of men had participated in these teams. Among those surveyed from the Air Force, 52% of the women and 87% of the men had participated in these teams.

Women are more likely to be aware of harassment within the Armed Forces

About 24% of surveyed women and 11% of surveyed men were aware that people received unwanted text messages.

Box 10.2: Knowledge of possible cases of harassment by branch and sex

From the following options select those of which you are aware have happened, whether you have or have not experienced or witnessed them						
	Army		Navy		Air Force	
	Men	Women	Men	Women	Men	Women
Receive unwanted texts or messages sent by colleagues	15%	22%	5%	20%	4%	37%
Photos of you uploaded to the internet by colleagues when you did not want them to be uploaded	9%	3%	0%	5%	4%	4%
A colleague referring to someone other than their name or title (for example, darling, baby, honey, sweetie, princess, etc.)	12%	26%	18%	33%	12%	33%
A colleague criticizing another for not fulfilling their family obligations (for example, being a bad father, or wife, or husband, or for working late, or working too much, etc.)	14%	28%	18%	28%	16%	33%
None of the above	70%	57%	74%	53%	72%	56%

Perception of communication in the lower and upper ranks

Approximately 46% of the personnel believe that the high command does not listen to the experiences of lower ranks. There was no difference between men and women.

Box 10.3: Junior staff perceptions of senior managers' ability to listen to their experiences

Senior officers are often not open to hearing the experiences of junior staff	Army	Navy	Air Force
Totally agree	8%	5%	8%
Agree	33%	33%	29%
Neutral	14%	13%	12%
Disagree	31%	39%	35%
Strongly disagree	14%	10%	17%

46 On barracks, see .e.g.: Finseraas, Henning, et al. "Exposure to female colleagues breaks the glass ceiling—Evidence from a combined vignette and field experiment." *European Economic Review* 90 (2016): 363-374.

04

Conclusions

Conclusions: recommendations to leverage opportunities and overcome barriers

SUMMARY

The assessment had identified three main issue areas in which the Armed Forces of Uruguay have excelled. In the first place, the Armed Forces of Uruguay have achieved fair deployment criteria that coincide with the abilities of men and women (issue area 3). Although Uruguay uses a voluntary system, people have access to information on deployments and the criteria necessary for them. Second, Uruguay has favourable top-down leadership (issue area 8) on gender based on policies that make the incorporation of a gender perspective into training mandatory. It also has a high command commitment to taking gender issues seriously. Therefore, here again Uruguay has a lot to share with other countries in terms of how the importance of gender is an idea that can trickle down from above. Third, Uruguay values peacekeeping, and therefore, while deployments do not necessarily contribute to ranking up, they appear to help career advancement (issue area 7).

The assessment has also identified areas that need improvement. Women do not feel adequately prepared to go on peace operations (issue area 6) and often experience problems when it comes to household constraints (issue area 4). Many women do not deploy because they have young children and they do not want to.

NATIONAL POLICY AND PRIORITIES RELATED TO UN PEACE OPERATIONS

When highlighting good practices for scaling up and recommendations for overcoming barriers to meaningful participation by uniformed women in UN peace operations, it is important to ensure that they are aligned with governmental and institutional policies and priorities related to UN peace operations.

Uruguay's participation in peace operations is considered a priority within the State's foreign policy and enjoys wide support within the national political spectrum and society in Uruguay. It is an example of its commitment to the promotion and defence of Human Rights, International Humanitarian Law, international peace and security, and sustainable development. Uruguay currently has approximately 1,000 Army and Air Force personnel deployed in the Democratic Republic of the Congo and more than 200 in UNDOF. There are also military observers in Colombia, the Central African Republic, Lebanon, and in the province of Kashmir, disputed by India and Pakistan. There is also a military representation in Sinai, on Egypt's troubled border with Israel and Palestine, which is under the mandate of the Camp David Agreement. As such, Uruguay is likely to continue to staff the missions. It should be noted that it is possible to deploy up to 10% of the Armed Forces.

BEST PRACTICES TO BE SHARED

There are a variety of good practices in the Armed Forces of Uruguay in terms of gender equality and the inclusion of women that include:

- **The Armed Forces have implemented proactive recruitment strategies for women for peace operations.** In particular, SINOMAPA generalised the special call to women in the selection processes for peace missions, which had tangible results in increasing the number of women sent to peace operations.
- Before authorizing the deployment, **the Armed Forces verify that the person is free from accusations of human rights violations or sexual exploitation and abuse based on data managed by SINOMAPA.** Additionally, in cases of alleged SEA in areas of peace operations, there is a protocol of action shared between the Ministry of National Defence and the Ministry of Foreign Affairs that standardises the treatment of complaints. In proven cases, disciplinary, civil or military sanctions have been put into effect.
- In 2017, Uruguay adopted a law that imposes **the establishment of lactation rooms in all public and private organisations. In compliance with this legislation, lactation rooms were inaugurated in several facilities of the Armed Forces** and the opening of others is being planned in places that still lack them. Furthermore, the legislation provides **that breastfeeding time is counted as effective working time**, which undoubtedly improves the working conditions of breastfeeding women.
- Since the incorporation of women into the Armed Forces in Uruguay, there were never any restrictions on the positions they could occupy. Thus, **there are now women in combat positions or in positions that were generally regarded as masculine.** For example, the first class of female Air Force Officers included two Airwomen who became the first female combat pilots in Latin America in 2002. In the Army, from the promotion of ten women who entered the Military School in 1998, two female officers graduated from the so-called 'combat weapons', Infantry and Cavalry.
- **The proportion of gender-trained personnel grows annually.**

MAIN RECOMMENDATIONS TO OVERCOME BARRIERS

This report revealed that issue area 4 (household constraints), issue area 6 (peace operations experiences) and issue area 9 (gender roles) were among the main barriers to the meaningful participation of women in peace operations. Furthermore, the responses to the survey suggest that issue area 8 (top-down leadership) may constitute a relevant opportunity to further support the deployment of women in peace operations.

Meaningful participation refers not only to the number or proportion of women deployed, but also to ensuring that women's needs are met when they participate in the institution and in missions; that women have access to the same opportunities, functions, and resources as men, and that women's skills and qualifications match their responsibilities and the expectations they face. Therefore, overcoming the identified barriers requires an integrated and holistic approach to promote changes in policies, training/professional development, practice, and organisational culture.

The following recommendations reflect the results of the MOWIP assessment in combination with the identified priorities and the realities of the Uruguayan Armed Forces. The recommendations are organised by priority into four intervention categories: Policy, Training and Professional Development, Practice, and Organisational Culture. Recommendations are intended to be complementary and reinforcing, so they sometimes overlap (or appear in more than one category). In addition, there is a section of suggestions of topics in which the Armed Forces could do more research to further understand the obstacles to reach a meaningful participation of women in peace operations.

Priority A | Improve support for women (and men) with family responsibilities that deploy before, during, and after missions |

ISSUE AREAS 4, 6, 9

PROBLEM | Although men increasingly play a more important role in the home, women tend to have more caregiving responsibilities, especially with regard to the education of children, which hinders their participation, especially those who have young children. The lack of support to personnel before, during, and after the peace operation, in particular in terms of reconciling deployment with their care roles and the stigma that mothers may feel, constitutes a barrier to the meaningful participation of women in peace operations.

VISION | Men and women who assume caring roles participate meaningfully in peace operations and have good experiences during their deployment. Everyone receives the support they need before, during, and after the mission. Women who deploy do not feel stigmatised by society.

POLICIES

The goal of policy interventions is to provide women and men with appropriate support and benefits for both their careers and their families in order to ensure that household responsibilities allow women and men who have caring roles to participate meaningfully in deployments.

1. Manage a subsidy for the round trip of deployed personnel who have care responsibilities in relation to the impossibility of bringing the family to the mission area.

WHO? UN/International cooperation

2. Manage the 6-month deployment option for members of the personnel with dependents.

WHO? UN

3. Promote the opening of more Early Childhood Care Centres throughout the country and ensure full-time quotas for the children of the deployed personnel.

WHO? Ministry of Social Development/Ministry of National Defence

4. In places where there are no nurseries, arrange a subsidy so that the other available (private) nurseries can be used.

WHO? Ministry of Social Development/Ministry of National Defence

5. Promote an economic subsidy for each dependant of deployed personnel to encourage the participation of men and women with care roles in peace operations.

WHO? Ministry of the Economy and Finance/ Ministry of Social Development

PRACTICE

The goal of practice-level interventions is to improve policy implementation and/or to deal with barriers related to family and household responsibilities through practical interventions that are not policy-based.

1. Strengthen the pre- and post-deployment support/advice system by a multidisciplinary team specific to each Force for personnel facing family and professional reintegration.
2. Strengthen the social welfare support departments of the Armed Forces and specifically monitor each staff that is deployed, providing specific family counselling.
3. Continue to prioritize deployed personnel with dependents for housing.

TRAINING AND PROFESSIONAL DEVELOPMENT

The goal of training and professional development interventions is to ensure that all member of the personnel with family responsibilities have the strategies and knowledge to arrange for their family responsibilities when they are abroad. It can also involve ensuring that leaders and family members have the necessary skills to support personnel with family responsibilities before, during, and after deployment.

1. Organise information and training campaigns for all personnel on the reality of deployment in peace operations to capture the interest of personnel with dependents.
2. Disseminate information on the support provided to personnel deployed before, during, and after the mission to stimulate the interest of personnel with family responsibilities.
3. Use the media to disseminate information about the military career and the reality of deployment in peace operations.
4. Make visible testimonies of women with family responsibilities that have been deployed to reduce stigma.

Priority B | Promotion of deployment opportunities for women |

ISSUE AREAS 2, 3, 7, 8

PROBLEM | When deploying women, the high command could demonstrate more leadership on gender equality and actively support women to deploy in all roles in peace operations, including combat roles.

VISION | More women feel inspired and ready to deploy, they can easily access correct information about deployment, and they can meet women who have already deployed. Women can play more roles in missions and more women can significantly participate in operational activities.

POLICY

The goal of policy interventions is to support and train women to fully implement and participate in all available tasks and roles in mission.

1. Manage the inclusion of additional criteria considered important by personnel who have already been deployed to peace operations (communication, mediation, etc.), given that female personnel are more likely to have these competencies.

WHO? UN

PRACTICE

The goal is to support policy implementation and/or promote practical interventions aimed at engaging more women in missions and enabling them to participate meaningfully in a wide range of tasks. They also aim to prevent behaviour and comments in the mission that could be understood as harassment, intimidation or discrimination.

1. Recruit more women in combat positions nationwide to deploy in combat roles within peace operations.

WHO? Ministry of National Defence

TRAINING AND PROFESSIONAL DEVELOPMENT

The goal of interventions in the field of training and professional development is to promote women's access to information on deployment opportunities. It also seeks to increase the capacity and willingness of women to participate in a wide range of tasks within the mission.

1. Develop awareness and training campaigns for all personnel to explain the real benefits of participating and demystify false ideas about peace operations.

WHO? Ministry of National Defence, institutions participating in the National Action Plan for the implementation of UNSCR 1325

2. Organise workshops to help women develop their interest in occupying combat positions in peace operations.

WHO? Ministry of National Defence, institutions participating in the National Action Plan for the implementation of UNSCR 1325

3. Include gender training (resolution 1325) and peace operations in the curriculum of training schools at all levels and ranks.

WHO? Ministry of National Defence/Military Training - Specialised Commission on Gender, Training Schools

4. Disseminate information on minimum deployment requirements to all personnel.

WHO? Ministry of National Defence /Armed Forces

ORGANISATIONAL CULTURE

The objective of interventions in the field of organisational culture is to align the attitudes and values of the people who make up the organisation with gender equality and inclusion. This means ensuring that all personnel, including leaders, understand the importance of ensuring that women participate meaningfully in peace operations and addressing the 'gender protection norm'.

They also aim to prevent behaviour and comments in the mission that could be understood as harassment, intimidation or discrimination.

1. Promote policies to address the issue of women's entry into the Armed Forces and their participation in peace operations.

WHO? Ministry of National Defence and leadership of the Armed Forces.

2. Organise talks by women with experience in combat at the entry of personnel into the Armed Forces to inspire other women.

WHO? Armed Forces

3. Promote the figure of the referents (mentors) for the women who enter.

WHO? Armed Forces

Priority C | Ensure the promotion of women to leadership positions in the Armed Forces | ISSUE AREAS 1, 8, 9, 10

PROBLEM | Few women are in a position to access leadership positions in the Armed Forces. Female senior personnel who reach required ranks as a percentage occupy more leadership positions than men, although women feel they have fewer opportunities than men in terms of access to training and equipment. Few women are in combat roles among junior staff, which limits their chances of reaching leadership positions.

VISION | More women gain access to leadership positions, including senior management, and the Armed Forces are seen as an exemplary institution when it comes to gender equality.

POLICY

The goal of policy interventions is to support and enable women to have the same opportunities when it comes to professional development, and to support them in reaching leadership positions.

1. Consider the inclusion of affirmative actions to promote inclusion from a gender perspective.

WHO? Ministry of National Defence

PRACTICE

The goal of practice interventions is to improve policy implementation and/or overcome barriers related to the professional development of women and their advancement into leadership positions.

1. Spread the idea that reaching leadership positions is possible and present role models of women who have achieved it.

WHO? Leadership of the Armed Forces

TRAINING AND PROFESSIONAL DEVELOPMENT

The goal of training and professional development interventions is to ensure that women have the qualifications, competencies, and confidence to serve at all levels in the Armed Forces.

1. Organise information sessions on gender mainstreaming in the Armed Forces.
WHO? Ministry of National Defence/ Specialised Commissions on Gender of the Armed Forces
2. Disseminate the experience of women who have held leadership positions as a way to motivate other women in the development of their careers.
WHO? Ministry of National Defence /Armed Forces

ORGANISATIONAL CULTURE

The goal of interventions in the field of organisational culture is to align the attitudes and values of the people who make up the organisation with gender equality and inclusion. This includes ensuring that all staff understand the benefits of diverse leadership in all areas.

1. Promote the entry of women into the Armed Forces through recruitment campaigns and events where both men and women participate to encourage both sexes to join.
WHO? Ministry of National Defence

Priority D | Maintain a positive work environment in the Armed Forces and ensure the application of a gender perspective in all work spheres | ISSUE AREAS 5, 8, 10

PROBLEM | Women do not seem to have adequate opportunities to express their specific needs in the Armed Forces. They are expected to conform to military standards thought of from a male perspective rather than to military standards adapted to accommodate women as equal team members.

VISION | All women and men feel comfortable in their workplace and can realise their full potential in the Armed Forces. Leaders have the competencies and capacity to implement commitments on gender equality and the integration of a gender perspective.

POLICY

The aim of policy interventions is to lay the foundations to ensure a positive work environment in which all women and men can realise their potential. It also aims to give all staff the mandate to integrate a gender perspective in their work.

1. Include gender training (resolution 1325) and peace operations in the curriculum of training schools at all levels and ranks.
WHO? Ministry of National Defence/ Specialised Commission on Gender of the Ministry of National Defence, Military Training Schools

PRACTICE

The goal of the interventions in the field of practice is to improve the implementation of policies and/or overcome the barriers related to the maintenance of a positive work environment and the integration of a gender perspective in all work areas.

1. Continuous training for leaders to create positive working conditions within military installations and recognition for the work of women.
WHO? Specialised Commission on Gender of the Ministry of National Defence with the Specialised Commissions on Gender of the Armed Forces
2. Promote that extracurricular training in gender is not only for women.
WHO? Specialised Commission on Gender of the Ministry of National Defence with the Specialised Commissions on Gender of the Armed Forces, leadership of the Armed Forces

TRAINING AND PROFESSIONAL DEVELOPMENT

The goal of training and professional development interventions is to ensure that all the personnel have the ability to nurture positive work environments regardless of gender. It is also to ensure that all know how to apply a gender perspective to their work. It can also be to raise awareness of behaviours and comments that could be understood as harassment, intimidation or discrimination and to promote third-party intervention techniques.

1. Training of trainers to replicate the gender training given by the Specialised Gender Commission.

WHO? Specialised Commission on Gender of the Ministry of National Defence/Ministry of National Defence and Armed Forces

2. Enable courses and forums via the educational platform of the ministry open to all the personnel.

WHO? Ministry of National Defence

Tips from the DCAF Gender and Security Toolkit⁴⁷

Assessment tools such as a Gender Self-Assessment⁴⁸ or a Gender-Responsive Organisational Climate Assessment⁴⁹ can be used to further explore the challenges faced by women (and men) in mission, as well as in the Armed Forces in general. Consultations can also be conducted before, during, and after missions to measure the needs of women and men. The results can be compiled into an action plan for follow-up.

Internal Oversight Mechanisms must incorporate a gender perspective. This can be done by ensuring that gender experts, as well as diverse groups of women and men, are consulted and involved during regular policy and practice reviews. Collecting gender-disaggregated data is another important component. Internal and external reporting mechanisms should be victim-centred, paying particular attention to being accessible to victims of gender-based discrimination and harassment and minority groups within the Armed Forces. There should be options for reporting harassment and discrimination outside the chain of command.

Training and education can be useful tools to address the challenges identified in this report. However, to be successful, the following elements are key:

The high command must show its acceptance. Sexual harassment prevention training is much more effective when senior leaders lead the way in also undergoing training themselves and are at least present for part of the workshop when other personnel undertake it.

Education must be transformative. The goal is not for all to know the text of the policy, but to change behaviours to align them with the institution's values of gender equality and non-discrimination. For this reason, gender biases must be addressed.

Gender must be mainstreamed across the curriculum. For example, ensuring that both women and men are given the opportunities to do tasks not stereotypically associated with their gender, including leadership roles, in regular scenario training reinforces messaging in gender-specific courses on UNSCR 1325.

Both women and men must take gender training courses. The courses should also cover the topic of men and masculinities so that men can also fully engage with the topic. These courses must challenge 'benevolent sexism,' for example, preventing the deployment qualified women to dangerous missions in order to protect them.

Gender-related training and education is most effective when participants have to apply what they have learned in their daily work, especially if it is in an area that is part of their performance evaluation (for example, ensuring similar levels of workplace satisfaction among women and men under their command).

Training and education must be tailored to the audience. Seminars for key leaders may be more appropriate for senior leaders, or even gender coaches /civil society experts who work one-on-one with senior staff to support them in the design and implementation of gender-related goals. Each member of the personnel needs to know how gender affects his/her particular role.

⁴⁷ Available at: www.dcaf.ch/tool-3-defence-and-gender

⁴⁸ See: www.dcaf.ch/gender-self-assessment-guide-police-armed-forces-and-justice-sector

⁴⁹ See: www.dcaf.ch/gender-responsive-organizational-climate-assessment-armed-forces

TOPICS FOR FURTHER RESEARCH

- Why are women less likely to want to deploy on a mission?
- Is there a high turnover of female personnel in combat positions? What measures could help to retain them?
- What are the specifications for women in terms of uniforms, equipment, and infrastructure?
- How to promote women's interest in UN positions?
- What does gender equality mean within the Armed Forces? How is it quantified? What are the equality indicators that the Armed Forces want to reach?



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