



# Police and Gendarmerie of Senegal

## MOWIP REPORT 2020-2021

RESULTS OF THE 2020-21 MEASURING OPPORTUNITIES FOR WOMEN IN  
PEACE OPERATIONS (MOWIP) ASSESSMENT FOR THE NATIONAL POLICE  
AND THE NATIONAL GENDARMERIE OF SENEGAL



# **National Police and National Gendarmerie of Senegal**

**MOWIP REPORT**

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# Preface by Brigadier General Mbaye Cissé, Director General of CHEDS

One might be tempted to say that *peace through women is peace for all*, in view of the tremendous potential that women have in the search for and construction of lasting peace. Yes, far from any cliché, women, as much as men, are active agents in the construction of a world of peace, as consecrated by United Nations Resolution 1325. It is therefore important, indeed logical, to give them the share they deserve in all civilian and military functions in peace operations.

Paradoxically, the fact remains that women are still under-represented in military and police forces in peace operations. This situation, which deserves to be better understood, led CHEDS to respond to DCAF's invitation to conduct a study in Senegal, within the framework of the Elsie Initiative, on the following subject: **Reducing barriers to the deployment of women in United Nations peace operations**. I would like to thank DCAF and Cornell University for having identified CHEDS as the structure to carry out this project in Senegal.

This study, aimed at understanding gender dynamics in the Defence and Security Forces (Forces de Défense et de Sécurité) in Senegal, mobilized teams of CHEDS enumerators to conduct a series of surveys with 260 male and 116 female gendarmes and police officers in 8 cities across the country. The results of these surveys shed new light on the gender dimension and peacekeeping within the Senegalese Gendarmerie and Police. The analysis of the data shows that structural and social constraints still play a large role in causes of the low level of participation of women deployed by Senegal in peace operations.

The removal of these social, cultural, and political barriers to their participation contributes to the promotion of gender equality and equity while ensuring the full inclusion of women in all stages of peace processes. Women's leadership and meaningful participation in conflict prevention are affirmed by the UN.<sup>1</sup> This important role was reiterated, on the fifteenth anniversary of Resolution 1325, by the adoption of Resolution 2242 (2015), which reaffirms that gender equality is critical to maintaining international peace and security. It is therefore imperative and urgent to ensure a significant level of involvement of women in peacekeeping to ensure sustainable peace. In this perspective, the ambition of the Defence and Security Forces' gender strategy – to double the participation rate of women and reach 9.5% in 2020 to overcome their under-representation in the Armed Forces – is an important objective in promoting their roles in peace.

Senegal is one of the largest contributors of troops and police to UN peace operations. Over the years, women have become more prominent in the contingents. This national effort is to be commended.

It is therefore fortunate that the Elsie Initiative is able to support this process by identifying and effectively addressing the barriers to women's full participation in peace operations. Senegal's place has once again been recognized, as it is the only French-speaking country to be selected for this pilot project of testing the MOWIP methodology. There is no doubt that the results of this study will make it possible to initiate the reforms expected of the authorities, making the National Police and National Gendarmerie institutions of reference in the valorization and active involvement of women in peace operations. The methodology applied to other institutions, such as the Senegalese Army, and to other countries of the subregion, will certainly promote a rapid removal of barriers to the integration of West African women in peace operations.

<sup>1</sup> Resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019).

## Acknowledgments

First, we would like to thank the Senegalese National Police and the National Gendarmerie for their support during this assessment. Their commitment and willingness to encourage honest reflection on the strengths and weaknesses of current institutional practices are testament to their ongoing pursuit of excellence and improvement, including with respect to gender equality.

Our thanks also go to the CHEDS authorities, namely Brigadier General Paul Ndiaye, Brigadier General Amadou A. Guèye, and Brigadier General Mbaye Cissé; they have, throughout the implementation of the project, provided their support and demonstrated their interpersonal skills at various stages.

This report could not have been produced without the expertise, hard work, and courage of the CHEDS Elsie assessment team. They include Dr Christiane Agboton Johnson and Khadidiatou Faye of the Special Programmes Directorate; Dr Ndéye Amy Ndiaye, lead researcher; the focal points of the Army (Colonel Yahya Diop and Lieutenant Colonel Khadessa Sy Diaw); the focal points of the Gendarmerie (Captains Mame Rokhaya Lo and Mariétou Diop); the focal points of the Police (commissioners Sanou Diouf and Binetou Guissé); resource persons who have participated in peace operations (retired Inspector Coumba Ngouye Thiam and peacekeeper Seynabou Diouf); the academic Professor Thierno Mouctar Bah; and enumerators (Coubel Ka, Germaine Bocandé, Fatou Gueye Ba, Cheikh Ismaël Diop, Ndely Fatou Mbengue, Moussa Ndour, Malick Niang Ndiaye, and Lang Mané Seydi). Their patience and feedback on this pilot methodology, as well as their advice on adapting the methodology to the national context, enabled the production of relevant analysis as well as applicable concrete recommendations.

This report was compiled by Sabrina Karim, Priscilla Torres, Sara Lynn Fox, Roya Izadidastgerdi, Michael Kriner, Cameron Mailhot, Lindsay Prueett, and Radwa Hesham Saad of Cornell University; Solène Brabant, Ingrid Munch, Kim Piaget, Camille Risler, and Callum Watson of DCAF; and Dr Christiane Agboton Johnson and Dr Ndéye Amy Ndiaye of CHEDS. Ann Blomberg, Daniel de Torres, Léa Lehouck, and Lorraine Serrano of DCAF also played a key role in the project.

This assessment was funded by Canada and the Norwegian Ministry of Foreign Affairs as part of the Elsie Initiative for Women in Peace Operations. Launched by Canada in 2017, the Elsie Initiative is an innovative, multi-stakeholder pilot project that develops and tests a combination of approaches to help overcome barriers to and increase the meaningful participation of women in uniform in UN peace operations, with a focus on police and military roles. To develop and test the MOWIP methodology for assessing opportunities for women in peace operations, DCAF has worked with research and security institutions in eight countries: Bangladesh, Ghana, Jordan, Mongolia, Norway, Senegal, Uruguay, and Zambia.

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## Disclaimer

The views expressed in this report are those of the authors of Cornell University and DCAF, expressed on the basis of the best available information. They do not necessarily reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, the Centre des Hautes Etudes de Défense et de Sécurité (CHEDS), or the Senegalese National Police and the National Gendarmerie.

## LIST OF ABBREVIATIONS

APPS	Association of Female Police Pioneers of Senegal
AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHEDS	Centre des Hautes Etudes de Défense et de Sécurité
DCAF	Geneva Centre for Security Sector Governance
DPO	United Nations Department of Peace Operations
ECOWAS	Economic Community of West African States
FAS	Femmes Africa Solidarité
FFF	Fact Finding Form
FPU	Formed Police Unit
GBV	Gender-based Violence
GIGN	National Gendarmerie Intervention Group
KAIPTC	Kofi Annan International Peacekeeping Training Centre
IPO	Individual Police Officer
MAESE	Ministry of Foreign Affairs and Senegalese Abroad
MFA	Ministry of the Armed Forces
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUSCO	United Nations Organization Mission in the Democratic Republic of the Congo
MOWIP	Measuring opportunities for women in peace operations
NAP	National Action Plan
NCO	Non-commissioned Officer (used as the equivalent of the French sous-officier-ère)
SAAT	Selection Assistance and Assessment Team
SEA	Sexual exploitation and abuse
SNEEG	National Strategy on Gender Equality and Equity
SSG/FA	Armed Forces' Gender Sectoral Strategy
STI	Sexually Transmitted Infection
TPCC	Troop-/police-contributing country
UNAMID	Joint United Nations-African Union Mission in Darfur
UNDP	United Nations Development Programme
UN DPO	United Nations Department of Peace Operations
UNMISS	United Nations Mission in South Sudan
UNSCR	United Nations Security Council Resolution

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# 01

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## Summary



# Summary

The Measuring Opportunities for Women in Peace Operations (MOWIP) Assessment for the Senegalese National Police and National Gendarmerie (2020-2021) examines the capacity of these two institutions to deploy women and ensure their meaningful participation in UN peace operations across ten issue areas. It uses three data collection tools, a Fact-Finding Form (FFF), interviews with key decision-makers, and a survey. The project was implemented between June 2019 and May 2021. The national assessment partner, the Centre des Hautes Etudes de Défense et de Sécurité (CHEDS), conducted the field data collection from February to March 2020.

## Good practices to be shared and replicated on a larger scale

- A Pioneer Police Association (the Association of Female Police Pioneers) has been established, and members actively support newer recruits, including for deployment (p.35, p.79-80).
- Disciplinary records are considered before deployment, and serious misconduct (rape and/or sexual harassment) results in permanent exclusion from deployment opportunities (p.43).
- Efforts are being made to increase the meaningful participation of women in peace operations, including specific training initiatives for women (p. 50).
- Leaders of security institutions and government publicly commit themselves to equal opportunities for men and women and support the development of institutional arrangements to this end (p. 78).

## Key barriers to women's meaningful participation in UN deployments

- Gender roles (issue area 9 and cross-cutting).
- Household constraints (issue area 4).
- Peace operations infrastructure (issue area 5).

## Priorities to be considered when developing follow-up actions to overcome barriers

- Expand and institutionalize support for women (and men) with family responsibilities before, during, and after deployment (issue areas 4 and 9).
- Strengthen the role of leaders and the institutional integration of a gender perspective, to contribute to an inclusive work environment (issue areas 8 and 10).
- Facilitate women's access to operational and tactical roles at the national level and on deployment (issue areas 1, 2, 3, 9).
- Ensure that women's needs are effectively addressed before, during, and after deployment (issue areas 1, 5, 10).



# 02

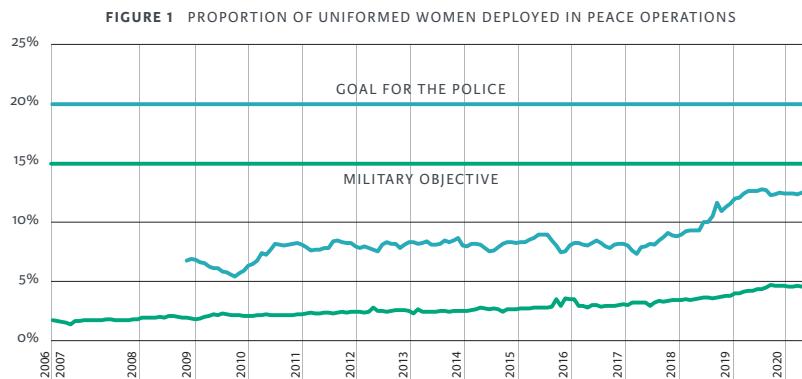
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## Introduction

# Introduction

## Why increase the meaningful participation of women in UN peace operations?

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



The UN target for 2028 is for women to make up 20% of formed police units (FPUs), 30% of individual police officers (IPOs), 25% of military observers and military professional deployments, and 15% of military contributions to peace operations. However, in 2019, the proportion of women in uniform participating in peace operations was well below these targets: 10.8% of FPUs, 28.9% of IPOs, 16.7% of military observers and military professional deployments, and 4.7% of troops.<sup>2</sup>

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

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

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

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

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

Having more women in uniform in peace operations and ensuring that they can participate in a meaningful way also contributes to the increasingly complex mandates of UN peace operations. Since 2000, almost all UN mandates have included provisions for gender equality, the promotion of women's rights, and the protection of civilians. The UN Department of Peace Operations (UN DPO) lists six reasons why it is important for women to participate in peace operations<sup>3</sup>:

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

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

Women have an equal right to serve in the police and gendarmerie forces under Article 21(2) of the Universal Declaration of Human Rights, which guarantees everyone the right to equal access to public service in their country. The Constitution of Senegal that was adopted in 2001 establishes as a constitutional norm the principles of equal rights for men and women and the elimination of discrimination against women. Article 25 of the constitution prohibits gender discrimination in employment, as does Article 1 of the Senegalese

<sup>3</sup> UN Peacekeeping, 'Women in Peacekeeping', [peacekeeping.un.org/en/women-peacekeeping](https://peacekeeping.un.org/en/women-peacekeeping) (accessed 28 November 2020). The six titles listed here are taken from this website; however, the content is written by the authors of this report.

<sup>4</sup> Osland, Kari M., Jenny Nortvedt, and Maria Gilen Røysamb, 'Female Peacekeepers and Operational Effectiveness in UN Peace Operations', Research Paper 3 / 2020, (Norwegian Institute of International Affairs, 5 June 2020), [www.nupi.no/nupi\\_eng/Publications/CRISTin-Pub/Female-Peace-keepers-and-Operational-Effectiveness-in-UN-Peace-Operations](https://www.nupi.no/nupi_eng/Publications/CRISTin-Pub/Female-Peace-keepers-and-Operational-Effectiveness-in-UN-Peace-Operations) (accessed 27 April 2021).

Labour Code.<sup>5</sup> The Police and Gendarmerie are obliged to respect these commitments. Since 2006, Senegal has also had in place a National Strategy for Gender Equality and Equity (SNEEG).

At the legislative level, Act No. 99-05 of 29 January 1999, amending the criminal code, criminalizes: assault and battery; sexual harassment; domestic violence; female genital mutilation; rape; indecent assault; incest; procuring and inciting minors to debauchery; and family abandonment, which now applies to both spouses, whereas it used to apply exclusively to women (arts. 294, 297 bis, 299 bis, 319 bis, 320 and 321, 322, 323, 324 and 350).

The latest law contributing to the promotion of gender equality and the fight against GBV is Law No. 2020-05, which criminalizes rape and paedophilia. It was promulgated during a dialogue at the presidential palace in the presence of all stakeholders working to put an end to GBV, including civil society associations and UN agencies.

Having ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol, the African Charter on Human and Peoples' Rights and its Protocol on the Rights of Women, Senegal has an obligation to take measures to eliminate discriminatory practices. In particular, under Article 5 of CEDAW, Senegal must take measures to eliminate prejudices and practices based on the superiority or inferiority of the sexes or on stereotyped roles for women and men. Thus, the Police and Gendarmerie are well placed to support the Government of Senegal's efforts to meet its commitments to gender equality. The integration of gender into the development strategy of the Police and the gender strategy of the Armed Forces are illustrative evidence of the authorities' willingness to scrupulously ensure gender equality at all levels, including in the security sector. By highlighting how women in the Police and Gendarmerie have successfully challenged stereotypical gender roles in Senegal, these institutions can play a leading role in changing social norms on gender.

## Justification for the selection of Senegal as a pilot country

In selecting the pilot countries for this study, DCAF sought to identify a geographically diverse set of major troop- and police-contributing countries (TPCCs) that have demonstrated a commitment to deploying more women in peace operations.

Senegal has a long history of participation in peace operations led by the UN, the African Union (AU), and the Economic Community of West African States (ECOWAS). It currently contributes 2,090 military and police personnel, is the largest contributor of police to UN peace operations, and is among the top five contributors of female police officers. In 2019, Commander Seynabou Diouf of the Senegalese National Police was selected as the 2019 United Nations Woman Police Officer of the Year.

Senegal is therefore considered a well-established and committed TPCC with a good track record of deploying female police officers. The National Police and the National Gendarmerie have the potential to improve the significant participation of their female personnel by:

- ensuring that the **needs** of women in uniform who wish to deploy and who are currently deployed are met
- ensuring that women in uniform have **equal access to the** rights, benefits, and resources of the pre-deployment process, deployment opportunities, and post-deployment transitions
- ensuring that women in uniform are able to **participate** equitably in decision-making, planning, implementation, and evaluation of all activities related to peace operations, which includes the assignment of qualified women to all types of roles in peace operations
- allocating **resources** at a national and organizational level to create equitable work environments for women in uniform
- ensuring that women in uniform can have a measurable **impact** on the conduct of peace operations.

As an influential and respected TPCC, Senegal can share its good practices with other countries at a regional and international level.

# The National Police and the National Gendarmerie of Senegal: profiles and characteristics

## Senegalese National Police

Historically, under Order 4313 of 3 September 1949, the local Chief of Police bore the title Chief of Security of the Delegation.

After Senegal's independence in 1960, the structure of the National Police was reviewed on the basis of a number of pieces of legislation, including Decree 69-1361 of 6 December 1969; the then General Directorate of National Security became the General Directorate of the National Police; after numerous reforms, the most recent of which was the 2009 law on the status of National Police personnel, other regulations are applicable to National Police officers. These include the provisions of the Code of Military Justice relating to military offences. The Senegalese Police force carries out judicial, administrative (law enforcement and traffic police), and military police operations.

All of the Police structures comprise male and female officers. From 2012 to 2014, the Police appointed its first female Inspector General and Director of the National Police, Anna Semou Faye.

**Table 1: Representation of women in the various Police ranks, July 2019 (excluding Inspector General and Comptroller General)**

Police ranks	Number of women	Total number of employees	Percentage of women
Commissioners	27	198	13.6%
Commissioned Officer	9	133	6.8%
NCO	109	859	12.7%
Police officer	687	7,412	9.3%
Police officer auxiliary	50	830	6%
Total	882	9,432	9.35%

Female police personnel recruited through various competitive examinations represent about 9.35% of the total workforce. Objective 5 of the Police's Strategic Development Plan of 2019-23, whose aim is to strengthen the gender policy within the institution, is currently being implemented.

## National Gendarmerie of Senegal

Decree No. 63-294 of 11 May 1963 established the Senegalese National Gendarmerie, which is an integral part of the Senegalese Armed Forces. In the following years, the structure of the Gendarmerie was developed further through the creation of an intervention *légion* in 1976 and the Senegalese National Gendarmerie Intervention Group (GIGN) in 1977; the reorganization of the high command in 1991; the opening of recruitment to women in 2006; and the creation of a National Gendarmerie Officers' School in 2007, in Ouakam, in the Dakar district.

The main missions of the Gendarmerie are to ensure public safety, maintain order, and enforce laws and regulations. The High Commander of the National Gendarmerie and Director of Military Justice is the person in command of the Gendarmerie forces and is appointed by the President of the Republic, Supreme Chief of the Armed Forces, who defines the national defence policy. The High Commander answers to the Ministry of the Armed Forces and, since 1972, has the rank and prerogatives of the Chief of the General Staff of the Armed Forces. The National Gendarmerie is composed of six territorial *légions* (Dakar, Kaolack, Saint-Louis, Tambacounda, Thiès, and Ziguinchor); one non-ranking *légion*; three mobile Gendarmerie *légions*, which are based in Dakar; and specialized units (research, environmental, and air sections, a dog unit, and the GIGN), which are responsible for nearly 80% of the territory.

Women joined the Gendarmerie in 2006 and now represent 4.7 per cent of the total workforce; the most senior women officers are captains. They then progress to become company commander or division head at the Gendarmerie headquarters, depending on their length of service in the Gendarmerie.

Equal rights and opportunities for men and women as well as gender mainstreaming are at the heart of the Senegalese Armed Forces' policies, based on the development of an attractive framework for women and underpinned by awareness-raising campaigns. Thus, in 2012, the Armed Forces Gender Sectoral Strategy (SSG/FA) 2012-22 was developed, and the formulation of this was in line with the government's objective of achieving gender equity and equality in all areas of economic and social life. In order to follow the guidelines of the SSG/FA, the National Gendarmerie, which is a full part of the Armed Forces, led the way by creating a gender division in 2018. The SSG/FA also aims to increase the number of women to 10% in the Armed Forces, including in the Gendarmerie. To contribute to its implementation, various programmes have been developed with the support of partners such as UN Women, the United States, and Canada.

**Table 2: Number of women in the Gendarmerie ranks in which they are represented (excluding General, Colonel, Lieutenant Colonel, Commander), 2020**

Gendarmerie ranks	Female personnel
Captain	10
Lieutenant	16
Second Lieutenant	2
Active officer cadets	4
Chief Marshal of Logis	49
Senior students	5
Gendarme	345
Student gendarmes	81
<b>TOTAL</b>	<b>512</b>

**Table 3: Representation of women in Gendarmerie units, 2020**

Gendarmerie units	Female personnel	Total number of employees	Percentage of women
High Command	43	272	15.8%
Territorial Grouping	107	3,492	3.09%
Mobile Grouping	101	3,271	3.08%
Internal Inspection of the National Gendarmerie	2	6	33.33%
Gendarmerie School Command	105	1986	5.28%
Administrative Centre of the National Gendarmerie	17	102	16.6%
Technical Centre of the National Gendarmerie	15	219	6.85%
Health Service of the National Gendarmerie	28	119	23.53%
<i>Légion hors rang</i>	94	1,391	6.76%
<b>TOTAL</b>	<b>512</b>	<b>10,858</b>	<b>4.72%</b>

## Senegal's contribution to peace operations

Participation in international peace and security has been a strategic priority of Senegalese national defence since independence. As early as 1960, Senegal took part in its first UN peace operation, the UN Operation in the Congo (ONUC). By taking part in more than twenty UN peace operations in numerous conflict zones, Senegal has become one of the most important African contributors to peace operations in the world.<sup>6</sup>

Currently, the country is the eleventh<sup>7</sup> largest contributor of uniformed personnel to UN peace operations, with 2,090 military and police personnel deployed in five operations (MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS<sup>8</sup>). [See definitions in the List of Abbreviations.] Senegal is the second largest contributor of police personnel to UN peace operations, currently deploying 1,068 police officers (998 FPUs and 70 IPOs), of which 113 are women (96 in FPUs and 17 IPOs), or 11.8% women.<sup>9</sup> Senegal is among the top five contributors of female police personnel to UN peace operations.

Since Senegal has been involved in contributing to UN peace operations, 79 Senegalese personnel have lost their lives in the service of peace as of 2018.<sup>10</sup>

**Table 4: Representation of women in the Senegalese Police contributions to peace operations (November 2020)<sup>11</sup>**

Peace operation	Type of deployment	Number of women	Total deployed personnel	Percentage of women
MINUSCA	FPU	28	280	10%
	IPO	4	25	16%
MINUSMA	FPU	28	309	9.1%
	IPO	6	14	42.9%
MONUSCO	FPU	40	270	14.8%
	IPO	7	24	29.2%
UNAMID	FPU	0	139	0%
	IPO	0	6	0%
UNMISS	IPO	0	1	0%
<b>TOTAL</b>		<b>113</b>	<b>1,068</b>	<b>10.6%</b>

6 Luntumbue, Michel and Virginie Moreau, 'Opérations de paix et retour d'expérience : l'exemple sénégalais', Observatoire Boutros-Ghali du maintien de la paix, (December 2019), p. 3, [www.observatoire-boutros-ghali.org/sites/default/files/OBG\\_RETEX\\_S%C3%A9n%C3%A9gal.pdf](http://www.observatoire-boutros-ghali.org/sites/default/files/OBG_RETEX_S%C3%A9n%C3%A9gal.pdf) (accessed 12 February 2021).

7 UN Peacekeeping, 'Contributors to UN Peacekeeping Operations by Country and Post: Police, UN Military Experts on Mission, Staff Officers and Troops 30/11/2020', [peacekeeping.un.org/sites/default/files/01\\_summary\\_of\\_contributions\\_32.pdf](http://peacekeeping.un.org/sites/default/files/01_summary_of_contributions_32.pdf) (accessed 12 January 2021).

8 UN Peacekeeping, 'Summary of Contribution to UN Peacekeeping by Country, Mission and Post: Police, UN Military Experts on Mission, Staff Officers and Troops 30/11/2020', [peacekeeping.un.org/sites/default/files/03\\_country\\_and\\_mission\\_32.pdf](http://peacekeeping.un.org/sites/default/files/03_country_and_mission_32.pdf) (accessed 12 January 2021).

9 UN Peacekeeping, 'Summary of Military and Police Personnel by Country and Post: Police, UN Military Experts on Mission, Staff Officers and Troop 30/11/2020', [peacekeeping.un.org/sites/default/files/05\\_country\\_and\\_post\\_32.pdf](http://peacekeeping.un.org/sites/default/files/05_country_and_post_32.pdf) (accessed 12 January 2021).

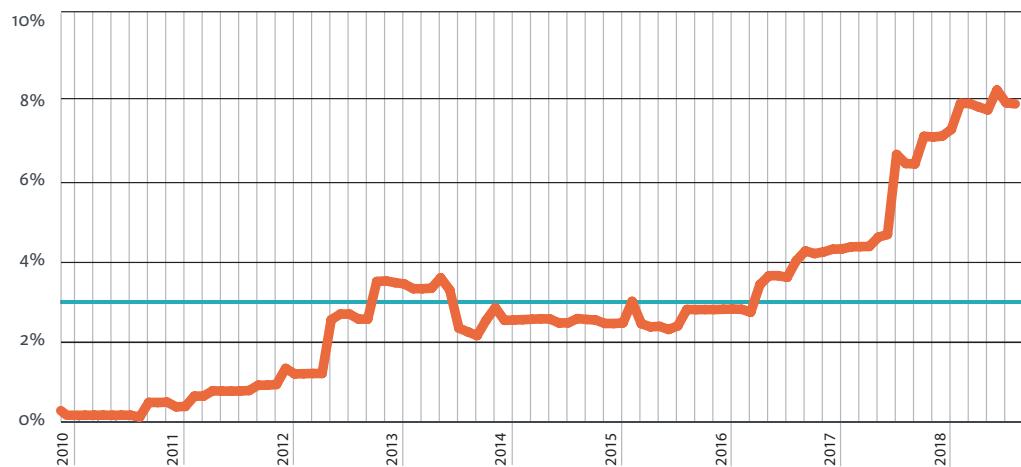
10 UN Info, 'Sénégal : un partenariat pour la paix avec l'ONU dans des endroits difficiles' (8 March 2018), [news.un.org/fr/story/2018/03/1007982](http://news.un.org/fr/story/2018/03/1007982) (accessed 5 August 2020).

11 UN Peacekeeping, 'Summary of Contribution to UN Peacekeeping by Country, Mission and Post: Police, UN Military Experts on Mission, Staff Officers and Troops 30/11/2020', [peacekeeping.un.org/sites/default/files/03\\_country\\_and\\_mission\\_32.pdf](http://peacekeeping.un.org/sites/default/files/03_country_and_mission_32.pdf), consulté le 12 janvier 2021.

**Figure 2: Number of women deployed among Senegal's Police contributions**



**Figure 3: Proportion of women deployed among Senegal's Police contributions**



## United Nations and regional peace operations as national priorities

Senegal is considered a model of democracy and an example of political stability in Africa. Since its independence in 1960, the country has never experienced a *coup d'état*. This is reflected in Senegal's defence policy (of which peacekeeping is an integral part), where the promotion of peace and security both regionally and internationally, as well as assuming responsibility within international organizations, is viewed as being in the country's national interest. Senegal's participation in peace operations is measured not just in terms of personnel; major equipment and considerable logistical resources are made available to peace operations. This is critical equipment, the deployment of which is one of the conditions for the success of any operation.

In interviews for this study, the majority of key decision-makers acknowledged that the first priority for the Police and Gendarmerie is the national defence of Senegal and the security of its own territory and borders, with international security and peace operations considered secondary. As one interviewee explained, the Gendarmerie provides personnel to peace operations only 'after having satisfied this parameter of Senegal's national security'. However, for several Gendarmerie captains and colonels, 'deployment is a very important part' of the security forces' long-term plans. The officials interviewed agreed that 'responding positively to the requests of international institutions' was both strategic and crucial, 'on the one hand, to respond favourably to the solicitations of international institutions and on the other hand, to honour the commitments made to this effect by the state authorities', by 'the legal obligation to provide for international agreements'.

UN and regional operations are viewed in the same light, and most officials ranked them equally in terms of priority. No official explicitly ranked them in order of importance, but one Police official noted that regional operations were of particular strategic importance because they could prevent conflicts from 'escalating and spreading to other areas'.

As an example of action at the regional level, since February 2018, Senegal has been strengthening the G5 Sahel<sup>12</sup> through the launch, from Dakar, of the Sahel Rapid Action and Response Group (GARSI-Sahel).

## Conditions under which Senegal could recall deployed personnel

According to interviews with key decision-makers, national concerns may influence the total number of personnel deployed in a given year. Almost all officials interviewed reiterated that the first priority of the Police and Gendarmerie is to secure their own borders and territory, and to ensure the national security of Senegal. Although they did not specify any national events that may alter the total number of deployments, several officials explained that the total number of personnel to be deployed is determined after Senegal's immediate national security needs have been met. Therefore, internal security concerns – in the broadest sense – could influence the availability of the Gendarmerie and the Police for peace operations. Thus, it is conceivable that deployed personnel could be recalled to the country to provide national security in an emergency situation.

## Decision-making on United Nations deployments

The Armed Forces and the Police have units in their headquarters responsible for managing the external commitments of their personnel. They thus contribute to increasing the visibility and influence of diplomacy, by extending the country's commitment to conflict prevention and resolution on the ground.

The National Gendarmerie, for its part, has an International Relations Division within the office of the High Commander of the National Gendarmerie and a Director of Military Justice, who is responsible for the deployment of FPUs, IPOs, and prison officers.

The two key players in the decision-making process are the Ministry of Foreign Affairs and Senegalese Abroad (MAESE) and the Ministry of the Armed Forces (MFA).

Under the authority of the President of the Republic, the MAESE is the main actor in the implementation of the country's foreign policy. However, the MFA is responsible for the provision of technical data for diplomatic negotiations as part of its contribution to peace operations.

The MFA prepares and implements the policy defined by the Head of State in terms of defence of the national territory and respect for international commitments signed by Senegal. It ensures that the Armed Forces have an operational level that allows them to respond to the decisions taken by the Head of State, particularly when contributing to peace operations.

Thus, the decision-making process with regards to contributions to peace operations has been a well-established mechanism since the first commitment in 1960. The cycle begins by the UN DPO submitting a request to the Permanent Mission of Senegal to the UN. This *note verbale* is forwarded to the MAESE, with an initial assessment. It is then sent to the MFA, which evaluates the availability of troops and the necessary means. If the response is positive, the DPO formalizes the request, on the basis of which the two ministers concerned present the President of the Republic with an explanatory statement. After approval, the President instructs, by decree, the deployment of the forces under the aegis of the MFA, and delivers, if necessary, a message to the National Assembly, presented by the MAESE. The Gendarmerie, under the aegis of the MFA, coordinates the deployment of Police and Gendarmerie personnel.

The operational mandate provides for a significant contribution to international security in the context of peace operations. This objective is not quantified; possible commitments are considered on a case-by-case basis.

After the initial decision to participate in a peace operation, subsequent deployment decisions are taken by command officials after months of 'advance planning' according to a 'well-established schedule' within the General Staff. Clear selection criteria are published at the outset because, according to one Gendarmerie authority, 'Senegal's reputation and credibility are at stake'. Officials interviewed differentiate their decision-making for the deployment of contingents and individual observers. According to one of the most senior

<sup>12</sup> An intergovernmental regional organization providing a framework for cooperation aimed at peace, security, and development. Its members are Burkina Faso, Chad, Mali, Mauritania, and Niger. See <https://ecfr.eu/special/african-cooperation/g5-sahel/>

Gendarmerie officials, 'the discussion is more in-depth for contingents' than for deployed individuals. According to him, discussions on FPU deployments must take place and answers provided about the units that will be deployed, their numbers, their skills, and the resources that will be allocated to them. There is less discussion of individual deployments, in part because the criteria and guidelines are set by the UN. Ultimately, decision-making on the size and nature of UN deployments is initiated within the General Staff, but individual unit commanders make the subsequent choices as to individual members of each FPU to send on peace operations.

# 03

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## Methodology

# Methodology

## Overview of the MOWIP assessment

The MOWIP methodology<sup>13</sup> is a unique tool for assessing and improving the meaningful participation of women in peace operations. It provides a systematic and comprehensive framework for identifying both existing good practices of a security institution and possible improvements in each of the ten issue areas identified as determining meaningful participation of women. Factors relevant to assessing women's meaningful participation in peace operations are not limited to the specific time of deployment, but also include the policies, practices, and experiences of women and men within the security institution. Thus, the good practices and possible improvements identified by the MOWIP methodology can be used both to improve the meaningful participation of women in uniform in peace operations and to improve the conditions for equal opportunities between men and women in the security institution under study. Peacekeeping cannot be separated from the security institution that manages deployments: advancing the equality and inclusion of women and men in general within the institution also reinforces the trend towards meaningful participation of women in deployments.

The ten issue areas discussed in section 4 include all the factors that determine the level and nature of women's participation in peace operations, from initial recruitment into the National Police and National Gendarmerie to deployment on peace operation. These factors can be positive (good practices at the institutional level that contribute to women's meaningful participation) or negative (barriers to women's meaningful participation at the institutional level). The MOWIP methodology can be used to determine whether and to what extent each of the ten issue areas is a barrier or an opportunity. When applied to a given security institution, its main objectives are to:

- list all the issue areas that could be improved to increase the meaningful participation of women in UN peace operations
- identify existing good practices that can be leveraged and/or disseminated more widely
- apply a set of tools and a comprehensive list of indicators to measure the importance of each issue area in increasing the meaningful participation of women in the security institution
- determine the differential impact of each issue area within the security institution.

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

- the **Fact-Finding Form (FFF)**, which contains approximately 200 questions designed to collect qualitative and quantitative data from official sources about Senegalese Police and Gendarmerie deployments to UN peace operations
- **key decision-maker interviews**, in which information on decision-making with regards to deployment in peace operations is collected in security institutions and relevant ministries
- a **survey** of deployed and non-deployed Police and Gendarmerie personnel, both male and female.

After processing and analysing the data from the three data collection tools, the issue areas are **colour-coded**. Red indicates issue areas that are the highest priorities, while green indicates areas of low priority or opportunity. In this report, within each issue area, the factors that influence recruitment and deployment in general ( ⓘ) and those that particularly affect **women** ( ⓘ) are presented.

The analysis of the survey data takes into consideration rank<sup>14</sup>, age, past deployment(s), and membership in the Police or Gendarmerie. We identify cases where there are statistically significant differences<sup>15</sup> between male and female respondents in the survey. This indicates that differences in responses between men and women may reflect real differences in their experiences and perceptions, rather than being due to chance or the fact that women would be over-represented in certain grades or services. The survey data is compared with the FFF data to examine gaps between institutional policies and the actual experiences and perceptions of Police and Gendarmerie personnel.

13 Karim, Sabrina, *MOWIP Methodology: Measuring Opportunities for Women in Peace Operations* (2020), [www.dcaf.ch/sites/default/files/publications/documents/MOWIP\\_Methodology\\_3.pdf](http://www.dcaf.ch/sites/default/files/publications/documents/MOWIP_Methodology_3.pdf) (accessed 27 April 2021).

14 Rank in the models was dichotomized as high ranking or low ranking. The following ranks belong to the 'high rank' category: *Inspecteur* (Inspector), *Commissaire de police divisionnaire de classe exceptionnelle* (Divisional Commissioner of Police of exceptional class), *Commissaire* (Commissioner), *Commandant* (Commander), and *Capitaine* (Captain), *Lieutenant in the Police and Général* (General), *Colonel*, *Lieutenant-Colonel*, *Commandant* (Commander), *Capitaine* (Captain), *Lieutenant*, and *Sous-lieutenant* (Second Lieutenant) in the Gendarmerie.

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

### **Analysis of the survey data**

The data was analysed in several ways. First, descriptive statistics were calculated for the full sample, for women, for men, for those previously deployed to a UN peace operation and for those never deployed to a UN peace operation.

Second, t-tests – which determine whether the mean value of respondents varies between male and female personnel and between deployed and non-deployed personnel – were conducted to determine whether there was a significant difference between respondents in these subgroups (distinguished by gender and deployment status). Third, regression models were used to determine whether male and female personnel as well as deployed and non-deployed personnel responded in a statistically significant manner, taking into account other factors that may influence responses, such as age, rank, and service type.

If there was a statistically significant difference between men and women (when there was a p-value less than 0.1), we give details in this report. If we do not give details of different response proportions between male and female personnel, it indicates that there was no significant difference between male and female respondents, all other factors being constant. The regression models were run as logistic regression when the response was dichotomous (for example, when the response options were yes or no) and ordinal logistic regression when the response options were categorical or ordinal (for example, questions that asked how much the person agreed with a certain statement). For continuous variables, ordinary least squares regression was used.

The MOWIP methodology therefore produces robust, evidence-based results. It is rooted in the perspectives of the institution, the knowledge gained by the assessment team, and the expertise of specialists with academic backgrounds in gender and peace operations. It can be used to provide transformative, evidence-based recommendations that effectively target the root causes which prevent uniformed personnel, particularly women, from deploying on peace operations. Using a methodology common to many TPCCs also identifies universal barriers that need to be addressed at the UN level and highlights good practices that can be shared and adapted to other contexts.

### **CHEDS: the national research partner**

Created in 2013, CHEDS lies under the administrative supervision of the Presidency of the Republic of Senegal and the technical supervision of the Special Staff of the Presidency of the Republic. It aims to generate, from Senegal, a pool of actors – men and women – capable of providing innovative and sustainable solutions to threats and security challenges at the national, subregional, and continental levels.

With a human security option, CHEDS develops training, capacity-building, and research programmes, and creates spaces for exchange and dialogue. Aware of the role of women in building stable and peaceful societies, the centre, since 2015, has been coordinating the Women, Leadership, Defence, Security and Peace (WLDSP) programme, to help women become increasingly involved in issues related to defence, peace, and security.

Therefore, CHEDS, with its mix of senior officers and civilians, its affiliation, and the integration of gender into its programmes, was well suited to carry out this research.

## The assessment team

Comprising the resource persons and the enumerators, the assessment team is characterized by its multidisciplinarity.

The six resource persons are professionals with diverse profiles, whose mission is to advise on the implementation of the project in Senegal and support it in all the tasks necessary for its realization. They are a colonel of the General Staff of the Armed Forces (EMGA or *l'Etat-Major Général des Armées*), a retired inspector of the Police, a captain of the Gendarmerie, a police commissioner, a university professor, and an army colonel serving at CHEDS. The involvement of these resource persons is good practice and an innovation in this research methodology.

In addition, a multiskilled team of nine enumerators carried out the data collection in the field. To this end, a variety of profiles were paired together – people who had field experience with those who had less experience. The enumerators had the following profiles: a sociologist, jurists, a enumerator, and a biologist.

The team was led by a lead researcher, a professor with more than ten years' research experience. She worked under the supervision of the Project Coordinator, Director of Special Programmes at CHEDS, whose programmes target women, youth, media, MPs, and so on.

## The implementation of the MOWIP methodology within the Senegalese National Police and National Gendarmerie.

The MOWIP assessment for the National Police and the National Gendarmerie was conducted between June 2019, the date of the DCAF team's first visit to Senegal, and June 2020, the date of the finalization of the data collection instruments listed in this section.

From the outset, Senegal set up a multidisciplinary team comprising focal points from the Gendarmerie, the Police, and the Army, as well as academics and all the project personnel and personnel of the CHEDS Special Programmes Directorate.

The fieldwork was preceded by a heavy administrative phase with requests for authorisations and sampling sent to the senior management of the Police and Gendarmerie. For the latter, the process was facilitated by the courtesy visits initially paid to the authorities and by the active involvement of the Gendarmerie focal point in monitoring the process. For the Police, the support of the CHEDS authorities and proximity visits made it possible to obtain authorization for the investigations.

In order to ensure the accuracy and precision of the information in this report, between March and July 2020 the lead researcher completed two FFFs, one for the Police and one for the Gendarmerie. The completion of the FFFs was done through a cross-analysis of the literature review and the interviews. The study of the legal resources applicable to the institution was key when answering most of the qualitative questions. The completion of the FFF was made possible thanks to the invaluable contribution of retired police officers with solid experience in peace operations.

With regards to **interviews**, decision-makers were selected in collaboration with the Gendarmerie and Police focal points. From May 2019 to July 2020, almost forty formal interviews were conducted, of which 24 were with decision-makers. Many women with experience of peace operations participated. The lead researcher, assisted by a junior researcher, took advantage of the gender strategy assessment she was conducting to administer most of the interviews to decision-makers. She also benefited from the valuable input of the focal points/resource persons in the forces.

To carry out **the survey**, a two-day localization workshop was organized to adapt the questions to Senegalese socio-cultural realities. This workshop was complemented by a very complex phase of activities as the team exhaustively reviewed all the questions in terms of content and form. The pre-validated version was used to conduct the pilot survey, and the debriefings after the pilot survey resulted in a final version of the questions.

The survey was based on a questionnaire lasting between one and one and a half hours. The sample comprised 376 people in total, of whom 260 were from the Gendarmerie and 116 from the Police, with 167 women; more specifically, 221 people, 68 of whom were women, had experience in peace operations. For the Police, the respondents' roles ranged from commissioner to police officer. For the Gendarmerie, respondents' roles ranged from Lieutenant Colonel to gendarme. The most common ethnic groups of respondents were Serer (35%), Wolof (23%), Pulaar (12%), and Diola (12%). The average length of service in the Police and Gendarmerie was 9 years and ranged from 1 to 35 years. The average age of entry into the Police and Gendarmerie was 24.5 years. Approximately 60% of the sample had children and 33% of the sample were married.

A team of professional enumerators and research assistants who spoke the local languages were deployed to all the survey areas (Fatick, Kaolack, Saint-Louis, Tambacounda, Ziguinchor, and Dakar). Their mastery of local languages was a determining factor in the success of the survey, as it enabled all respondents to understand all of the questions, regardless of their level of French. The survey was carried out in record time, a total of one month in the field (February–March 2020), thanks to the meticulous preparatory work carried out beforehand.

The Cornell team then processed and analysed the survey data, focusing on statistically significant differences between women and men, as well as between deployed and non-deployed personnel. The Senegal team complemented and refined this analysis through a thorough review of the results and the organisation of a focus group workshop in November 2020. It provided an opportunity for field feedback on the surveys conducted, based on the results provided by DCAF and Cornell University. The main objective was to complete the initial documents (FFF, the final report of the surveys, and the literature review) and finalize the additional questions, harmonizing them to refine the data analysis.

Two preliminary oral reports, conducted in December 2020 and January 2021, made it possible to share the preliminary results of the analysis with the Gendarmerie and the Police respectively. These workshops provided an opportunity to not only revisit the interpretation of certain results from the data collection, but also to deepen certain analyses and adapt them to the Senegalese context. The final results were presented and approved during a validation workshop that was held over four half days in April 2021 with senior representatives of the Police and Gendarmerie and resource persons. The recommendations presented in this report were developed during the validation workshop and finalized by these same participants, the working group, and the CHEDS team.



# 04

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## Results of the MOWIP Assessment

# Results of the MOWIP Assessment

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

**Table 5: Summary of the MOWIP assessment results**

Pre-deployment: including force generation factors			Cross-cutting issue areas		
	1	ELIGIBLE POOL (P.32) Are there enough women in national institutions?		9	
	2	DEPLOYMENT CRITERIA (P.41) Do the criteria correspond to the skills required in the operation?		10	
	3	DEPLOYMENT SELECTION (P.48) Does everyone have a fair chance to be deployed?			
	4	HOUSEHOLD CONSTRAINTS (P.54) Are there any arrangements for the families of deployed women?			
During deployment: including conditions for women on operations					
	5	PEACE OPERATIONS INFRASTRUCTURE (P.61) Do the housing and facilities correspond to the needs of the deployed women?			
	6	PEACE OPERATIONS EXPERIENCES (P.66) Do women's experiences in peace operations affect (re)deployment decisions?			
Post-deployment: including factors affecting redeployment					
	7	CAREER VALUE (P.72) Are deployments beneficial to women's careers?			
At all times					
	8	TOP-DOWN LEADERSHIP (P.77) Do decision-makers support the deployment of women?			
			SOCIAL EXCLUSION (P.90) Are women treated as full team members?		
			GENDER ROLES (P.83) Do preconceived notions about women affect their ability to be deployed and to participate meaningfully?		

 HIGH PRIORITY

 MEDIUM PRIORITY

 LOW PRIORITY

 INSTITUTIONAL ISSUE AREAS

 CROSS-CUTTING ISSUES AREAS

## Understanding the results

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

### Understand the classification of each issue area (high, medium, or low priority)<sup>16</sup>

Findings for each issue area are drawn from three data sources: the FFF, the interviews, and the survey. The data is then used to measure a set of indicators for each issue area. Then, all indicators within an issue area are examined together to determine whether the issue area in question is high, medium, or low priority for follow-up activities.

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

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

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

### Cross-cutting issue areas

Issue areas 9 (gender roles) and 10 (social exclusion<sup>17</sup>), which reflect the values, norms, perceptions, behaviours, and practices of individuals within security institutions, as well as the institutional cultures and group dynamics that these entail, are cross-cutting; indeed, they impact on all of the issue areas from 1 to 8. The findings for issue areas 1 to 8 include a section on how these cross-cutting issue areas affected the results. This will help guide recommendations, as transformational change can involve both policy and attitudinal changes.

### Differences between the Police and the Gendarmerie

The Police and Gendarmerie participated jointly in this assessment. Although similarities and differences between the two institutions were measured, the survey sample was not large enough to measure statistically significant differences in the responses of personnel from each of the two institutions for most questions. However, where a significant difference was found, it was included in the results. Otherwise, additional research and surveys will be required if the Police and Gendarmerie wish to explore their respective specificities in terms of barriers and opportunities for women based on the findings of this report.

### Additional information

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

<sup>16</sup> For more details, see section 4 of the MOWIP methodology, available here: [www.dcaf.ch/mowip-methodology](http://www.dcaf.ch/mowip-methodology).

<sup>17</sup> The term 'social exclusion' is used throughout this report as it reflects the standard terminology of the MOWIP methodology and for reasons of consistency and comparability between countries that have implemented the methodology. Nevertheless, the Senegalese assessment team noted that this term, which has a strong negative connotation in the French language, does not reflect a national reality. The team suggested the term 'social frustrations'.



# ISSUE AREA 1: Eligible pool

MEDIUM  
PRIORITY

*Issue Area 1 – Eligible pool – examines whether there are enough women in the Police and Gendarmerie to meet the targets set out in the UN Department of Peace Operations' 'Gender Strategy for Uniformed Personnel 2018-2028': by 2028, women should make up 20% of FPUs and 30% of IPOs.*

## Summary of results

### MAIN OPPORTUNITIES

- Women have the right to serve in any role within the Police and Gendarmerie. (p.34)
- Men and women have equal opportunities to participate in international training. (p.35)
- Women who hold (or have held) decision-making positions in the Police and Gendarmerie serve as role models for more recent recruits. It is therefore important to continue to promote women's access to these positions of responsibility. (p.35)

### MAIN BARRIERS

- Women are under-represented in tactical and operational roles. (p.37)
- Some women report not having access to adequate housing, toilets, or equipment. (p.35, p.38)

### CROSS-CUTTING ISSUE AREAS

- The roles that women and men occupy in the Police and Gendarmerie continue to reflect the stereotypical gender roles that exist in society.

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- The role of the pioneer women of the Police is not institutionalized within the Police, but, while waiting for the gender division to be set up, they play a central role in supporting women in service. Furthermore, they could, at a later stage, support the division in the implementation of its various activities. (p.35)
- On average, women are less likely to be deployed, and when deployed they are likely to be deployed fewer times than men (p.36-37), even though they would like to be deployed or redeployed. (p.36)
- Everyone is supposed to have equal access to uniforms and equipment, but men and women report that this is not the case in practice. (p.34, p.38)
- A number of men perceive affirmative action or equity measures as a form of professional favouritism towards women (at the expense of men). (p.39)

## Detailed results

### Box 1.1: Women in the Senegalese National Police and National Gendarmerie in 2020

In 2020, there were 512 women in the Gendarmerie, representing 4.7% of the total force strength. The total number of high ranking officers was 348, including 30 women.

The Gendarmerie has had female non-commissioned officers (NCOs) in its ranks since October 2006. The sectoral Gender Strategy 2012- 22 proposes a quota of 10% women for each class of 500 students.

In addition, in 2020, there were 882 women in the Police. Within the Police, 36 women held leadership positions, including 9 female commissioned officers and 27 female commissioners. Women accounted for 10.9% of the leadership positions and 9.35% of the total number of police officers.

## OPPORTUNITIES

### Women joined the Police force in 1981-82

In 1981-82, the Police force was the first Senegalese security structure to recruit women.<sup>18</sup> They were allowed to enter the Police Academy that same year meeting the same requirements as men. Women have legal access to all available positions: commissioners, NCOs, and police officers, who are not required to have completed active military service. Access to the Police force requires the passing of a competitive examination, and women are subject to the same criteria as men. Regulatory measures were taken to lower the height requirement to 1.60 m and a study was undertaken, with the participation of women, to agree on their official uniform. In the first year, 4 commissioner, 3 commissioned officer, and 7 inspector positions were advertised and there were 13 female candidates.

### Box 1.2: Female role models and pioneers - portrait of Anna Sérou Faye

In 1983, Divisional Commissioner Anna Sérou Faye was one of the first women to join the Police force. She headed public security police stations, the Judicial Police Unit (PJ), and the Air and Border Police before coordinating the Inter-ministerial Committee for the Fight against Drugs. She is the only woman to have held the rank of Inspector General of Police. She became the first female Director General of the Senegalese National Police in July 2013, after a 30-year career in the Police force.<sup>19</sup> After leaving this position in 2015, she was appointed Senegal's ambassador to Guinea.

### Men and women do not hear about opportunities to join the join the Police and Gendarmerie through the same communication channels and join for different reasons

The women in the survey sample joined the Police and Gendarmerie at a relatively younger age than the men surveyed. The average age for women was 24.8 years, and for men 25 years. Comparing the two corps, it can be seen that, on average, Police respondents joined the institution at a later age than Gendarmerie respondents. In terms of length of service, women served on average in the Police and Gendarmerie for about 6.5 years, while men served on average for almost 12 years, which is in line with the period of opening up the institutions to women.

Women more often heard about the possibility of joining the Police and Gendarmerie from family members (16% of women and 8% of men), newspapers (12% of women and 5% of men), and television (7% of women and 2% of men), and less often through social networks (7% of women and 8% of men) and male recruiters (7% of women and 12% of men). It was noted that 25% of both men and women heard about the possibility of joining from friends, 4% from the radio, 4% at school or from a teacher (Police respondents were more likely to hear about it at school or from a teacher), and 1% from a mentor, while fewer than 1% heard about it from a female recruiter. Twenty-seven per cent undertook research on how to join, and 19% heard about it via other means, not mentioned here.

<sup>18</sup> In 1981, paragraph 9 of Article 38 bis of law No. 066-07 of 18 January 1966 on the status of police personnel was repealed.

<sup>19</sup> RFI Afrique, 'Sénégal : Anna Sérou Faye, une femme de poigne à la tête de la police nationale' (27 July 2013), [www.rfi.fr/fr/afrique/20130727-senegal-anna-serou-faye-une-femme-poigne-tete-police-nationale](http://www.rfi.fr/fr/afrique/20130727-senegal-anna-serou-faye-une-femme-poigne-tete-police-nationale) (accessed 27 April 2021).

The most common reason chosen for joining the Police or Gendarmerie was that 'it was a childhood dream' (40% of survey respondents). For the remainder, 33% joined for job stability (fewer respondents from the Police gave this as a reason), 30% because they wanted to help people, 27% for adventure, 9% for financial or salary reasons, 7% for the social benefits, 6% 'because they had family' in the Police or Gendarmerie, 6% because of a desire for heroism, and 2% because they 'had friends' in the Police or Gendarmerie. We found that 18% joined for other reasons not mentioned here. Fewer women than men said they joined the Police or Gendarmerie for reasons of professional stability (26% of women and 39% of men) and for a desire for heroism (4% of women and 8% of men). It should be noted that four times as many women as men said they joined for adventure (4% of women versus 1% of men).

Male and female respondents were equally likely to have family in the Police or Gendarmerie. Of the respondents, 13% had a grandfather in the Police or Gendarmerie (more respondents from the Police said this), 13% a father, 16% a brother, 1% a sister, 11% an uncle, and 9% a male cousin, while fewer than 1% had an aunt or female cousin. More than half (56%), however, did not have any family members in the Police or Gendarmerie; respondents from the Police were less likely to say they had a family member who had served in the Police.

### **Women are not prohibited from serving in any unit**

Female police officers and gendarmes are allowed to serve in any unit of the Police and Gendarmerie, including tactical units. Furthermore, men and women are not excluded from any field or role during basic training. Both men and women are trained in computer skills and the use of firearms.

### **The criteria for promotion are established**

The criteria for promotion are the same in the Police and Gendarmerie: diploma (university degree), seniority, on merit, and professional values. The higher the university degree (doctorate, master's degree, bachelor's degree), the greater the probability of being promoted. Experience also counts. Finally, discipline, rigour, and respect for hierarchy contribute to promotion. The personnel department organizes promotions under the authority of the management and the process uses the same criteria for men and women, and depends on whether they are a police commissioner, a police officer, or a non-commissioned police officer. Advancement in rank is by choice, by inclusion on a promotion table established in accordance with the provisions of Law No. 2009-18 of 9 March 2009. For commissioners, they may be enrolled on the promotion table and promoted on the proposal of their department head.

### **Women wear specific uniforms**

The wearing of a uniform is mandatory for all members of the National Gendarmerie, and women wear specific uniforms. In the event of pregnancy, the wearing of civilian clothes is authorised (articles 40 and 41 of Decree No. 90-1159 of 12 October 1990). As with the Gendarmerie, the wearing of a uniform is compulsory for all members of the National Police. There are specific uniforms for women, unless otherwise instructed by the ministry responsible for the National Police.

It is noted that 81% of the women surveyed said they had an adequate uniform, compared with 84% of the men surveyed, while 19% of the women said they had not received an adequate uniform (compared with 16% of the men).

### **Women have access to training**

A Training Directorate organizes short courses and seminars for men and women. Training is also provided through partnerships: for example, the training in forensic investigation techniques for child victims or perpetrators of crime, organized by the French Embassy; the data-protection training workshop under the GLACY project<sup>20</sup>, organized by INTERPOL<sup>21</sup>; and the pre-deployment training seminar for peace operations, organized by the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Accra, Ghana. In parallel with these educational activities, the Police Directorate has initiated a training seminar for officers of the Directorate of Territorial Surveillance and the Directorate of Border Police, focusing on terrorism, intelligence, and writing skills.

All police officers undergo basic training, which includes physical training, driving a vehicle, human rights, special criminal law, general criminal law, road traffic law, public law, criminal procedure, special status of the police, ethics and deontology, professional technical intervention gestures, weaponry, shooting,

<sup>20</sup> Global Action on Cybercrime.

<sup>21</sup> The International Criminal Police Organization.

computer skills, administrative writing, maintenance of order, and English. The courses are the same, except in wartime, when Gendarmerie training includes military training, whereas the police courses are designed to teach law enforcement.

In addition to this basic training, each category of the Police and Gendarmerie (police officers and NCOs) learn about certain subjects in more detail and in a more specialized manner.

In addition, the curriculum for commissioned officers includes a legal component and specific technical training (investigation, general intelligence, public security, public maintenance, personnel status, deontology and ethics, criminology, cybercrime, border control, port and airport security, technical and scientific policing, instruction on shooting and weaponry, and intervention techniques). Commissioned officers also undertake general training (computer skills, sports practice, forensic medicine, customs litigation, and so on).

### **Box 1.3: The Association of Female Police Pioneers of Senegal**

The Association of Female Police Pioneers of Senegal (APPS) has been active since 2019. It has about 1,000 members, including 33 female pioneers. APPS was institutionalized in 2020 when the Directorate General of Territorial Administration (DAGAT) signed documents recognizing it as an association of female pioneers in Senegal; however, due to the COVID-19 pandemic, the association's activities have not yet been implemented. To date, the association has not received any institutional funding from the Police, just logistical support. It includes various panels, including the panel of the Steering Committee, which brings together its members, and another more open panel, involving young female police officers via a mentoring system. In addition, in order to support newly recruited women, the pioneers organise dialogue between the different cohorts, and between active and retired female police officers. For example, in 2013, a large open meeting was held at the Police Academy on gender issues, in partnership with the association, which was a time for exchange between new recruits and pioneers, for example Anna Sérou Faye.

The participants of the validation workshop indicated that APPS has an essential role to play in bringing the 'voice of the voiceless' to the authorities, as women currently working in the Police force have a duty of reserve and cannot therefore be involved in advocacy or take their demands to the management.

As for the Gendarmerie, the female personnel in this corps are younger, as the first recruits did not join until 2006. The Association of the First Women to join the Gendarmerie (which was originally the Association of the First Class of Women Gendarmes recruited in 2006) carries out activities, but does not have as much influence as APPS because its members are still young and in service.

The presence of women in positions of responsibility and in operational and tactical roles indicates that the Police and Gendarmerie professions can be carried out by any Senegalese person with the motivation, commitment, and physical and mental fitness required.

### **Equal opportunities exist for men and women to receive international training**

The survey found that 55% of respondents had never received international police training, 27% had received international police training once, 8% twice, 2% three times, 4% four times, and 5% five times or more. On average, women and men had received the same amount of international training.

### **Women are provided with separate rooms**

In both the Gendarmerie and the Police, women and men sleep in the same buildings, but separate rooms and toilets are provided within the barracks.

Of the respondents to the survey, 77% of men reported having adequate housing, while for 6% the housing was inadequate. Among the male respondents, 17% said they were not provided with housing. Among the women surveyed, 60% stated their housing was adequate, while 12% of those who were provided with housing stated it was inadequate. Finally, 28% of the women interviewed stated they were not provided with housing.

### Housing is provided for the families of those serving in the Police and Gendarmerie

Some 83% of the men and women interviewed stated that the Police and Gendarmerie provided accommodation for families. For 5%, accommodation was provided, but it was inadequate, while 12% said that the Police and Gendarmerie did not provide accommodation for families. Police respondents were less likely to say that accommodation was provided for families.

### Salaries are regularly paid on time

The vast majority of men and women interviewed (97%) reported that their pay never ‘arrived late’/never ‘didn’t arrive at all’. One per cent reported this happening once or twice; fewer than 1% reported this happening sometimes, while 1% reported that it happened often.

### Men and women feel that it is easy to change specialization or division/service within the Police or Gendarmerie

For the men and women surveyed, 47% believed that it was very easy/easy to move from one specialization to another within the Police or Gendarmerie. For 57%, it was very easy or easy to move from one division/service to another within these institutions. Police respondents were more likely to believe that it was easy to move from one specialization or division/service to another.

### Extensions to operations are allowed and are frequent

According to the interviews, extensions are based on competency, need, prolongation of the conflict, or the need for the continuation of the mandate. Even if the individual wishes to extend the mandate, the decision lies with the General Directorate of Police. The long-term goal, however, is to allow everyone to participate in operations.

For FPUs, the duration of the contract is one year from the date of signature. Eventually, there may be extensions at the request of the UN subject to the authorization of superiors in the country of origin. The General Directorate of Police decides accordingly.

For IPOs, any decisions on extensions are made by the national authorities after a request is made from the person wishing to extend their contract. The request for an extension is sent from the individual to the Police commissioner; the DPD/Police Division in New York, to the Permanent Representation of Senegal in New York and then to the International Cooperation Division (DCI) in Senegal.

Among the personnel surveyed, extensions appeared to be common: although 26% said they had never been granted an extension. A total of 58% said they had been granted one extension, 10% two extensions, 3% three extensions, and 3% four or more extensions. A total of 99% of respondents said they had never been denied an extension or renewal of their peace operations contract.

### Majority of personnel wish to redeploy to a UN peace operation

A total of 98% of respondents who had served on a UN peace operation wished to be deployed to another operation in the future. Women and men were just as likely to want to redeploy.

## BARRIERS

### Women are less likely to be deployed than men

According to the survey, across all ranks, women were less likely to have been deployed than men. This data is statistically significant for women in the lower ranks.

**Box 1.4: Proportion of male and female respondents who have ever been deployed, by rank**

	Men deployed	Women deployed
Lower rank <sup>22</sup>	67% (103 of 153)	33% (47 of 141)
Median rank <sup>23</sup>	92% (36 of 39)	71% (17 of 24)
High rank <sup>24</sup>	86% (18 of 21)	50% (5 of 10)

<sup>22</sup> This includes the following ranks: Police Officers; gendarmes.

<sup>23</sup> This includes the following ranks: Police NCOs above the rank of Police Officer and Auxiliary; Gendarmerie NCOs at the rank of Field Marshal (*Maréchal des Logis*) and above.

<sup>24</sup> This includes the following ranks: Commissioners and Commissioned Officers; Gendarmerie Commissioned Officers.

### Women deploy fewer times than men on average

According to the FFF, men are likely to be deployed three to four times while women are likely to be deployed once. Of the respondents to the survey, both men and women deployed on average once on a UN peace operation. A total of 80% of respondents had participated in one UN operation, 16% in two operations, 3% in three, and 1% in four. The difference between the survey and the FFF information regarding the number of times men deployed could be due to the fact that survey respondents answered based on their current number of deployments and that they may deploy more often as their career progresses. This difference could also be related to how experienced the resource persons who helped complete the FFF were compared to how experienced the survey respondents were. As the people who completed the FFF held more senior positions and were older on average than the survey respondents, they had naturally performed more operations than the survey respondents had, who were often younger and in less senior positions. In addition, police respondents to the survey reported being deployed to fewer UN peace operations and were less likely to be deployed to at least one UN peace operation.

Approximately 7% of the men and women surveyed had been deployed on a regional peace operation.

### Women are deployed for a slightly longer period of time than men are

Of the respondents to the survey, women were deployed for 14.3 months and men for 13.6 months. On average, respondents from the Police were deployed for a shorter time than those from the Gendarmerie.

### Women do not serve in tactical units

Tactical and operational units comprise fewer than 10% women. This represents a barrier to the deployment of women, as operational or tactical profiles are sought for deployment. A participant in the validation workshop indicated that the GIGN, for example, comprises fewer than 5% women.

### Women in the Police are less likely than men to have been promoted to a higher rank

According to the survey data for the Police, men were more likely to have attained higher ranks than women were. This is notable because there is a statistically significant difference between the number of men and women who have attained high and middle ranks within the Police. In the survey sample, only four women were promoted above the rank of police officer, compared with 25 men who were promoted from that rank.

**Box 1.5: Distribution of the survey sample by rank**

	Police (Male)	Police (Female)	Gendarmerie (Male)	Gendarmerie (Female)
Low rank	48	44	105	97
Median rank	14	2	25	22
High rank	11	2	10	8

From a statistical perspective, the numbers show that the gender gap is so large within the Police that the trends in the survey are almost certainly indicative of broader trends within that institution, not an anomalous result of the current survey sample.

In contrast, in the Gendarmerie sample, women were as likely as men to have attained higher ranks. In the survey sample, 30 women (24% of the female sample) and 35 men (25% of the male sample) were promoted above the rank of gendarme.

### Women did not join the Gendarmerie until 2006

The Officer Training Academy opened its doors to women in 2006 with roles as NCOs of the Gendarmerie, and the first cohort of female commissioned officers entered the Academy in 2009. Female enlisted personnel have been recruited for the contingent since 2008. They perform their military service in the Gendarmerie in the form of voluntary enlistment and sign up to a two-year commitment. They are then incorporated into the Gendarmerie Training Academy and undergo two years of military and professional training, after which they are appointed to the rank of gendarme.

This late entry into the Gendarmerie explains why women are not currently represented in the highest decision-making ranks (see following paragraph).

## **Few women are in leadership positions, so, to date, few personnel have served under the supervision of a woman**

Today, women occupy all the various positions in the Gendarmerie but there are not enough of them at the highest decision-making level: most of them are subordinates, not senior officers. According to the FFF, 1% of women are in leadership positions (for example, squadron leader, corps commander, or general). This is partly due to the late entry of women into this institution (the first female commissioned officers did not join the Gendarmerie until 2009), where promotions are based on a set minimum time in each rank. Representatives of the Gendarmerie present at the validation workshop estimate that by 2022 the number of senior female officers will increase significantly because some women in the Gendarmerie will reach the rank and seniority required for promotion. It will be important to assess the impact of the passage of time on rank progression and the representation of women in decision-making positions.

According to the survey of Police and Gendarmerie personnel, 56% of women reported having held at least one position of responsibility compared with 68% of men. Of those who had ever held a position of responsibility, men had held an average of 2.1 compared with an average of 1.2 for women. Women are therefore less likely to have held senior positions to date, which may have a negative impact on their eligibility as an IPO for example.

Despite these discrepancies, it must be acknowledged that women are well represented in decision-making positions in relation to their total proportion in the institutions; they are, however, still few in number compared with their male colleagues in these roles, which indicates that efforts still need to be made to increase women's access to these positions. Due to the low representation of women, compared with their male colleagues, in management positions, only 10% of survey respondents stated that their direct supervisor was a woman. This may have the effect of reinforcing the idea among personnel that women are not suitable for such roles in a security institution and may be a barrier to changing attitudes. Conversely, seeing more women serving in leadership roles in the Police and Gendarmerie will have the effect of encouraging a change in mindset, with women being viewed as capable and competent in such positions, thus providing role models for new recruits.

## **Women participate in less on-the-job training than men**

According to the survey, 65% of the women and 73% of the men interviewed had participated in at least one on-the-job training session. We note that in this group women had participated in half as many as men (1.6 training courses for women compared with 3.3 for men). Women therefore have fewer opportunities to acquire and develop skills that are useful or necessary for deployment. More Police respondents had attended on-the-job training than had respondents of the Gendarmerie.

## **Women feel that toilet facilities are inadequate**

According to the FFF, there are toilet facilities for women in all buildings. Only 46% of women reported that these were adequate, however, while 13% reported that they were inadequate. It is noted that 41% stated that the Police or Gendarmerie did not provide them with toilet facilities. Among men, 74% had access to adequate toilet facilities, 13% reported access but the facilities were inadequate, and 13% said they had no access to toilet facilities.

A senior police representative indicated in an interview that there were often no specific toilets for women in police stations.

In addition to the lack of women's toilet facilities, participants in the validation workshop identified other types of infrastructure that were not suitable for female personnel. For example, public security stations routinely lack 'guardhouses' for women (spaces reserved for female personnel to stay overnight on the same basis as their male colleagues).

## **Some personnel lack adequate equipment**

In the survey, 78% of men and 75% of women reported having adequate equipment; however, 13% of men and 11% of women reported inadequate equipment. A total of 9% of male and 14% of female personnel reported having no equipment. Fewer male respondents in the Police force reported having adequate equipment than did male respondents in the Gendarmerie.

## **There are no women's associations within the Police or Gendarmerie**

There are no women's associations within the Gendarmerie or the Police, but civil society organizations sometimes mentor women. The Association des Femmes Juristes du Sénégal, the Réseau Siggil Jigéen, Femmes

Africa Solidarité (FAS), Usoforal, the Réseau des Femmes pour la Paix et la Sécurité de l'Espace CEDEAO (REPSFECO), and PARTNERS West Africa are some examples. CHEDS also plays a leading role as a state institution with a programme aimed at civilian women and women in the FDS. It is not possible to establish a women's organisation within the Gendarmerie or the Police, as organizations of a trade-union nature are not allowed; however, the gender focal point of the Police is in the process of setting up an *Amicale* for women (in service) in the Police. This would be a framework for exchange as well as preparation for the women currently on duty. During the validation workshop, one participant mentioned that such an *Amicale* had existed in the past but was then disbanded.

### **There are no specific events, programmes, or policies to encourage personnel to redeploy**

After returning from an operation, policy states that a certain period of time (approximately two years) should be respected before redeploying; however, the interviews demonstrate that this deadline is not always respected.

Lower-ranking police personnel can stay in Senegal for up to six years between deployments, as the policy is to allow everyone to deploy, but it is the specialists who tend to be deployed more often due to UN needs/requests.

At present, no effective programme is in place to assist in the redeployment of women from the Police and Gendarmerie.

The development of specific programmes to assist redeployment could be good practice, as it would mean that more effort is made to ensure that people have positive deployment experiences and to encourage them to want to redeploy.

### **Some men and women feel disadvantaged by their status in the Police force**

Approximately 40% of respondents said that they sometimes felt trapped in their position within the Police or Gendarmerie. Respondents from the Police were more likely to say this than those from the Gendarmerie.

### **More than half of those surveyed have thought about leaving the Police or Gendarmerie, but women are less likely to want to leave**

Of those surveyed, 52% said they had considered leaving the Police or Gendarmerie, split between 60% of men and 41% of women. Fewer respondents from the Police said they had considered leaving.

According to the working group, this discrepancy is due to the fact that women prefer professional and financial stability more than men do and that they are generally less mobile than men in their careers.

### **Women sometimes leave the Gendarmerie because of the rules and norms of marriage**

Within the Police, marriage between colleagues is not seen as an issue; however, within the Gendarmerie, a ban is placed on marriage between people of different ranks, which can sometimes push one or the other of the partners to leave in order to be able to legalize their marriage. This prohibition exists to protect lower-ranking personnel from abuse of power. As a result, sometimes the woman is forced to resign in order to marry a man of higher rank.

Also, some women resign to join their husband stationed abroad.

### **Men think women are favoured with regards to jobs, promotions, and deployment**

The survey found that 35% of men and 7% of women thought women were favoured for jobs and promotions, and 19% of men and 7% of women thought women were favoured for deployment to UN peace operations. Police respondents were more likely to think that women were favoured for jobs and promotions and for deployment to peace operations.

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

### **The effects of the cross-cutting issue areas (issue areas 9 and 10) on the eligible pool**

Generally speaking, women feel well integrated into both the Gendarmerie and the Police, and as a result are unlikely to want to leave. However, men seem to have privileged positions; the institutions remain predominantly masculine and there are still few women leaders. Men in the institution may also feel threatened by the fact that women are beginning to have more access to roles that were historically theirs, as evidenced by men's perception that there is favouritism towards them (issue area 10).

Women are more accepted in roles considered traditionally female (administration, catering, nursing, and so on), and are under-represented in operational roles (issue area 9). The roles played by men and women in security institutions reflect social stereotypes and traditional gender roles rather than their respective abilities. The fact that women have less access to adequate equipment may imply that men's participation is privileged within units, especially in roles considered masculine (operational roles including combat, weapons handling, and so on).

## **RECOMMENDATIONS FOR ISSUE AREAS 1 (Eligible pool) and 9 (Gender roles)**

### **Policies**

- Modify the recruitment policy to make it more attractive to women and young women.
- Review the recruitment policy, in order to temporarily reserve a quota for women when these institutions are recruiting.
- Work towards achieving the numerical target (30%) for women's representation.
- Work internally to increase the presence of women (for example 10%) in operational and tactical units.

### **Training and professional development**

- Upon their graduation, encourage and train women to move into operational and tactical units, to enable them to acquire the skills required for deployment.

### **Practices**

- Encourage women to apply for the Police and Gendarmerie entrance exams through:
  - *awareness campaigns in newspapers, on social networks, radio/television programmes and so on*
  - *visits by women police officers to schools and universities*
  - *consultations with the general public in settings where few women apply*
- Decentralize the entrance exam to the regions
- Evaluate recruitment campaigns from a gender perspective
- Limit the number of female personnel redirected to administrative roles, as these are not beneficial to deployment.

### **Organizational culture**

- Highlight examples of women who have passed Selection Assistance and Assessment Team (SAAT) shooting and weapons tests, to change attitudes about women's abilities.



## ISSUE AREA 2: Deployment criteria

MEDIUM  
PRIORITY

*Issue area 2 - Deployment criteria – examines whether women are able to meet the deployment criteria to the same extent as men.*

### Summary of results

#### MAIN OPPORTUNITIES

- Biological differences between men and women are taken into account in the qualification criteria. (p.43)
- Both men and women believe that selection is based on people's skills. (p.43)
- Disciplinary records are considered before deployment, and serious misconduct (rape and/or sexual harassment) results in permanent exclusion from deployment opportunities. (p. 43)

#### MAIN BARRIERS

- A mismatch exists between the deployment criteria set by the UN and the skills that previously deployed personnel cite as necessary for operational success (in which women may have an advantage because of the way they are educated and raised), including interpersonal communication skills and the ability to avoid sexual exploitation and abuse (SEA). (p.44-45)
- Some of the mandatory selection criteria set by the UN are difficult for some women to acquire, especially to deploy as IPOs. (p.45)

#### CROSS-CUTTING ISSUE AREAS

- UN deployment criteria are biased towards skills that men are more likely to have. Historically, since men have made up the majority in the security forces, the under-representation of women among those selected for deployment may not have been perceived as abnormal and may not have raised questions about the appropriateness of the criteria.

#### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Although the selection criteria are disseminated through formal channels (memos, intranet) and informal channels (WhatsApp groups), the survey showed that there is still a lack of understanding by personnel regarding the UN selection criteria. (p.43-44)
- Women and men have different perceptions of selection criteria. (p.43-44)

## Detailed results

*Note: the Police and Gendarmerie deploy IPOs as well as FPUs.*

### Box 2.1: Criteria for IPOs

- A driving test must be taken before deployment. The test takes place in two stages: manoeuvres (into a garage, for example) and city driving.
- Tests on computer.
- Small arms/tactical examination: assembly, disassembly, and firing. A minimum of nine out of ten rounds is required for an armed operation. The shooting-test distances are between 5m and 7m.
- A minimum of five years' service is required.
- Age: Within the UN, a person can be contracted even after retirement at age 60.
- Language: You must be able to read and write in French. English is also an asset. The language test assesses a person's ability to understand

spoken and written language and to communicate easily, both orally and in writing. It consists of three sections and is administered in the following order: a writing exercise, a reading exercise, and an oral interview. The written test involves the candidate listening to an audio recording that provides additional information about the incident covered in the written test. Candidates may take notes while listening and have 30 minutes to write a full police report on the incident. The report must include and summarize all relevant facts. Spelling, grammar, and style are also assessed.

- Authorization from their supervisor.
- Letter of recommendation for senior positions.
- Medical examination.

### Box 2.2: Criteria for FPUs

- A driving test must be taken before deployment, for drivers and officers who will be operating vehicles. The test is conducted in two stages: manoeuvres (into a garage, for example) and city driving.
- Tests on computer.
- A minimum of 2 years' service is required for FPU personnel (for FPU leadership, there is no minimum requirement).
- Age: between 18 and 55 years old.
- Computer skills tests (high-level personnel only).
- Small arms/tactical examination: assembly, disassembly, and firing. A minimum of eight out of ten rounds is required for an armed operation. The shooting-test distances are between 5m and 7m.
- For FPU members, the tests are organized by the Gendarmerie. The lists are sent to the divisions and each division selects personnel according to the UN criteria of age, aptitude, and experience.

After returning from an operation, a time limit (approximately two years) must be respected before redeployment.

- Language: You must be able to read and write in French. English is also an asset. The language test assesses a person's ability to understand spoken and written language and to communicate easily, both orally and in writing. It consists of three sections and is administered in the following order: a writing exercise, a reading exercise, and an oral interview.

The written test means that the candidate listens to an audio recording that provides additional information about the incident covered in the written test. Candidates may take notes while listening and have 30 minutes to write a full police report on the incident. The report must include and summarize all relevant facts. Spelling, grammar, and style are also assessed.

- Authorization from their supervisor.
- Letter of recommendation for senior positions.

## OPPORTUNITIES

### Physical fitness tests have different standards for men and women

The athletic tests are the same for men and women, but the qualifying standards are different in disciplines such as long-distance running or sprinting. For example, long-distance races in the Police tests are 1,000 m for men and 600 m for women. For the sprint event, it is 100 m for men and 60 m for women.

The shooting and weapons tests are identical.

In the past, an all-female training programme has taken place that involved preparing and training women for the physical test.

### There are no rank criteria

There are no grade requirements for deployment through an FPU.

### There is no minimum height requirement for driving vehicles on operation

There is no minimum height requirement for obtaining and driving a vehicle on deployment.

### Most personnel believe that deployment selection is based on the skills required for the operation

The survey indicates that 75% of respondents believed that personnel within the Police and Gendarmerie are selected for deployment because they have the required skills. Women were slightly more likely to think this (76% of women and 73% of men).

### Disciplinary records are considered before deployment, and serious misconduct (rape and/or sexual harassment) results in permanent exclusion from deployment opportunities

In order to be deployed, the person must be free of any disciplinary action during the three years preceding the operation, such as insubordination, failure to comply with instructions from the hierarchy, or offence to the honour of the Gendarmerie or the Police. The disciplinary record of each person being considered for deployment is systematically taken into account, as they must provide a record of sanctions over the previous three years.

Taking into account the disciplinary record for the previous three years could be seen as potentially risky, since it is possible to select candidates with a longer disciplinary history, for example discriminatory or sexist behaviour that took place more than three years ago. However, the three-year threshold can be seen as a positive way of encouraging and rewarding change in attitudes towards gender equality in the workforce.

In addition, there are specific types of misconduct such as rape or sexual harassment which, when documented, are considered serious and permanently prevent deployment.

## BARRIERS

### Personnel are not fully aware of the conditions and criteria for deployment

Although the criteria are shared with all personnel through formal and hierarchical channels (memos and intranet), as well as through informal channels (WhatsApp year group), it has been observed that there is still confusion among personnel about which criteria are and are not mandatory. In particular, the results detailed in Box 2.3 indicate that female respondents consistently tend to underestimate mandatory criteria compared with their male colleagues. This shows that women and men in the Police or Gendarmerie are not given information in the same way and that women are more likely to lack clear information regarding the selection criteria for deployment. This is in addition to the fact that women have fewer opportunities for training and acquisition of necessary skills due to social norms and reproductive health aspects.

**Box 2.3: Please select the requirements for deployment to a UN peace operation (survey responses by gender)**

Conditions	Total	Women	Men
Driving test	65%	62%	68%
Physical fitness test	80%	70%	87%
Written examination	39%	34%	42%
Language test	41%	37%	43%
Medical fitness test	98%	97%	99%
Specific number of years of service	72%	72%	72%
Certain grade / rank	41%	37%	45%
Computer test	22%	19%	24%
Small-arms / tactical testing	80%	77%	83%
Character / personality test by interview	35%	28%	41%
Clean disciplinary record	76%	75%	76%
Unmarried / no children	1%	1%	1%
Letter of recommendation	6%	6%	6%
Supervisor's permission	25%	21%	28%

Police respondents were more likely to believe that a driving test, physical fitness test, written test, and computer test were required and less likely to believe that a certain number of years of police service, a certain rank, or a clean disciplinary record were required.

Fewer Police than Gendarmerie respondents believed there was no minimum age requirement. Of those who thought there was a minimum age for deployment, on average, they thought the minimum age was 24. Eleven per cent of both men and women thought there was no maximum age requirement (fewer Police respondents thought this). On average, respondents thought the maximum age was 54.

Women believed that they had to serve for a longer time period in the Police or Gendarmerie to be eligible for deployment. On average, women thought they would need to serve for 3.98 years, compared with 3.86 years for men.

93% of respondents thought that the written test should be available in French and 34% in English.

**There is a mismatch between the United Nations selection criteria and the actual skills required for operational success, which could favour women** 

The selection criteria set by the UN do not correspond to the skills actually needed in the field, skills in which women could have an advantage.

The survey shows that 99.5% of respondents believed that interpersonal communication skills (for example, active listening, interpersonal skills, mediation, problem-solving skills) were very important or important to the success of a peace operation.

For 98% of respondents to the survey, combat/tactical skills were seen as important to the success of a peace operation. Women were less likely to think that combat and tactical skills were important: 65% of female respondents thought combat/tactical skills were very important and 32% thought they were important, while 76% of men thought combat/tactical skills were very important and 23% thought they were important.

The survey also shows that 97% of respondents stated that the ability to work with personnel from other countries was important to the success of a peace operation. Police respondents were more likely to say this.

It was also noted that 96% of the personnel surveyed said that it was important to work with men from the host country, and 84% said that the ability to work with local women was important to the success of a peace operation. A total of 49% of women said it was very important to work with women and 43% said it was

important, compared with 37% of men who said it was very important and 41% who said it was important. Police respondents were more likely to say that working with men and women in the host region or country was important compared with Gendarmerie respondents.

Of the respondents, 94% believed that knowledge of English was important to the success of a peace operation and 98% believed that knowledge of French was important. Women were more likely to think that knowledge of French was important; 44% of men thought that knowledge of French was very important and 54% of men said it was important, compared with 57% of women who thought that knowledge of French was very important and 43% who thought it was important.

In addition, 94% of respondents felt that driving skills were important. Police respondents were more likely to feel this way than the Gendarmerie.

It was also noted that 90% of respondents believed computer skills to be important.

Of the women surveyed, 85% said it was very important not to have sex with a member of the local population and 11% said it was important not to. Of the men surveyed, 83% said it was very important not to and 8% said it was important not to.

Finally, 83% of respondents believed that knowledge of the host country's language was important to the success of the peace operation. Police respondents were more likely to feel this way than Gendarmerie respondents.

**Box 2.4: What are the three most important skills/attributes/abilities for a successful peace operation?**

Chosen from the three most important skills / attributes / abilities	Total	Women	Men
Ability to work with local women	10%	14%	6%
Ability to work with local men	17%	14%	20%
Interpersonal skills (interpersonal communication / active listening)	38%	40%	37%
Ability to work with people from other countries	34%	36%	33%
Ability to not have sex with a member of the local population	64%	64%	63%
Combat / tactical skills	54%	55%	54%
Computer skills	17%	21%	13%
Ability to drive a manual car	21%	19%	23%
Ability to speak the local language of the host country	21%	19%	22%
Ability to speak English	27%	26%	28%
Ability to speak French	18%	23%	13%

Police respondents were more likely to indicate the importance of being able to work with local men and women and of combat/tactical and computer skills, and less likely to emphasize 'not having sex with locals' than were Gendarmerie respondents.

Two of the three skills deemed most critical to the success of a peace operation, interpersonal communication/listening skills and the ability to not have sexual relations with the local population, are skills that could be found in women (potentially more often than in men who otherwise meet the standard deployment criteria), but are not part of the criteria assessed. This is therefore a strong recommendation to the UN.

**Some of the mandatory selection criteria set by the United Nations are difficult for some women to acquire, especially to deploy as IPOs** 

Participants in the validation workshop pointed out that it may be difficult for some women to meet certain mandatory criteria, such as shooting or driving, but also stressed the huge difficulty of changing the UN selection criteria or exempting women from certain criteria.

Participants indicated that because there are fewer and fewer unarmed operations, such as MONUSCO in the Democratic Republic of the Congo, and an increasing number of armed attacks on deployed personnel, being able to meet the firearms and weapons handling criteria is a definite advantage for deployment. Firearms and weapons handling is an important criterion in Senegal, as all deployed personnel receive a weapon on deployment (rifle for all and pistol for senior personnel), and it is therefore essential to know how to use it. However, it may be difficult for some people applying for deployment as IPOs to meet the shooting requirement if they come from non-operational units (where women are over-represented) and are therefore not used to shooting (unlike the FPUs, which are regrouped and trained for at least three months prior to the UN inspection).

Furthermore, the five-year minimum service requirement may pose difficulties for female members of the Gendarmerie by virtue of the relatively recent arrival of women in the Gendarmerie.

In addition, according to one participant, women in the Police and Gendarmerie are often in assistant roles or assigned to traffic, roles that do not or hardly exist in operations and therefore do not prepare women to meet the minimum criteria for becoming IPOs.

They therefore stressed the importance of creating the conditions for women to meet the existing selection criteria, for example by integrating more women into existing operational and tactical units of the Police and Gendarmerie, or through training (see issue area 3 for more details on this point).

#### **Effects of cross-cutting issue areas (issue areas 9 and 10) on deployment criteria**

The deployment criteria are based on gendered perceptions of the types of skills and roles that are considered necessary for peace operations, rather than on reality. Typical 'male' skills such as weapons handling are included in the criteria, in contrast to skills considered 'female' such as interpersonal communication and active listening. This indicates that typical masculine roles may be privileged over those played by women, which are nonetheless critical to operational success (issue area 9).

Historically, the trivialization of men being overrepresented in UN deployments implied that men were seen as rather essential to the team and women as rather incidental – the under-representation of women was therefore not seen as surprising or problematic, meaning that selection criteria biased in favour of men have long gone unchallenged (issue area 10).

## **RECOMMENDATIONS FOR ISSUE AREA 2 (Deployment criteria) AND 3 (Deployment selection)**

### **Policies**

- States should report back to the UN on the recommendations arising from the experiences of personnel deployed in peace operations and modify certain policies and criteria accordingly.

### **Training and professional development**

- Raise awareness of the various members of the Police and Gendarmerie hierarchy and resource persons about the need to share information on deployment opportunities.
- Encourage female personnel under their supervision to apply for deployment.

### **Practices**

- Develop reception facilities in Dakar for people coming from the regions to take the selection tests, including facilities for young children, in order to facilitate access to opportunities for parents.
- Decentralize the selection tests (by zone).
- Develop infrastructure to facilitate regrouping.
- Make end-of-operation reports available to all interested parties in the Police and Gendarmerie, to increase knowledge of what is expected on operation.

### **Organizational culture**

- The gender focal points/division should create spaces where deployed or former female Police and Gendarmerie personnel can interact with active female personnel in general and more specifically with women wishing to deploy; they could address the selection process and deployment experiences through interactive question and answer sessions or feedback sessions – the purpose being to foster interaction and increase understanding of issues, opportunities, and lessons.
- The gender focal points/division should set up sustainable communication channels between those who have experience of deployment and those who are preparing for it.



# ISSUE AREA 3: Deployment selection

LOW PRIORITY

*Issue area 3 - Deployment selection – looks at the process of force generation in the country. It assesses the processes in place for selecting personnel for deployment. It measures whether women have equal access to information about deployment opportunities in peace operations, whether the process is fair, and whether it facilitates the selection of women.*

## Summary of results

### MAIN OPPORTUNITIES

- Efforts are being made to facilitate the selection of women for peace operations. The existence of SAAT pre-test training for women and WhatsApp groups for women on active duty are good practices that should be replicated systematically and on a larger scale in the future. (p.50)
- The existence of a pool of competent female police officers within the Directorate of Police Personnel, which has become the Directorate of Human Resources, makes it possible to supplement the FPUs if there is a shortage of female personnel in meeting the UN quotas. (p.50)
- Most men and women think the selection process is fair. (p.51)
- The majority of personnel, both men and women, wish to deploy. Women do not exclude themselves from the selection process. (p.51)

### MAIN BARRIERS

- Deployment opportunities are disseminated through various means of communication, but the information is not always acquired by all personnel members. The means of communication must be varied to allow for broad dissemination. (p.52)
- Pre-deployment testing and regrouping prior to deployment is undertaken in Dakar, and sometimes people are not reimbursed for their transportation expenses. This is a disadvantage for people from regions outside Dakar, but especially for women who may have more family responsibilities. (p.53)

### CROSS-CUTTING ISSUE AREAS

- For the past two years, the Police and Gendarmerie have been promoting the deployment of existing operational units in Senegal. Since women are rarely part of these intervention units at the national level, they are less likely than their male colleagues to be deployed in FPUs. (p.51)

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Men and women do not hear about deployment opportunities through the same communication channels. (p.52)

## Detailed results

### Box 3.1: The police selection process in Senegal

Senegal receives information, such as rules, eligibility requirements, and number of personnel required, from the UN and follows the advice received. The criteria for seniority are indicated, as well as the conditions that must be met in order to apply and the number of personnel that the state must send on operation. The profile of the person to be deployed is also highlighted.

Under the control of the General Directorate of the National Police, the Police Human Resources Directorate collaborates with the Gendarmerie, which is the direct interlocutor of the UN.

In Senegal, deployment advertisements are communicated by memo, which are posted at the front of all departments and sent to the stations.

Sample ad:

*General Directorate of the National Police*

*As part of the situation in the Central African Republic, the United Nations wishes to deploy a unit of 150 personnel distributed as follows: 1 operation chief and deputy; 4 nurses; X tank pilots; X drivers; X cooks; X non-commissioned officers; X men or women in the ranks and so on...*

The authorities at service level offer their proposals, giving priority to people who have never been deployed. For the past two and a half years, the authorities have been proposing deployment units that have already been formed at the national level (previously, people were proposed individually and were required to pass a test by the Police or Gendarmerie to then form FPUs). After returning from an operation, there is a time limit (approximately two years) before being allowed to redeploy. In practice, this rule is not always respected, especially for specialists.

Those selected are then tested at a post-designation inspection by the UN. If they pass the tests, they then undergo training and finally deployment.

All Gendarmerie and Police officials interviewed described the decision-making process in the same way, and several stated that the regional and UN deployment processes are similar and follow the same standards.

For the FPUs, which are organized in contingents of about 140 personnel, decisions are based on the specific needs of each operation and the degree of hostility or difficulty in the theatre of operations. The General Staff, or Gendarmerie High Command, issues a request indicating the requirements. The command within the unit or *légion* receives a quota, and handles the most decentralized aspect of the decision-making process. The troop-contributing country has a great deal of 'latitude' in this process. Interviewees frequently point out that the eventual selection of personnel is validated by the UN to ensure operational readiness. In one interview, a unit commander explained that the unit command uses a scorecard to nominate personnel based on availability, seniority, physical and medical fitness, and disciplinary record. However, 'priority is given to those who have never completed an operation'. Thus, personnel can wait about three years to be redeployed. Throughout the interviews, some officials emphasize the initial selection criteria of 'discipline, ethics, and integrity', while others highlight the 'rigorous criteria', including physical and medical examinations, which are mainly aimed at meeting UN standards. For FPUs, supervisory personnel are selected by the authority on the basis of their skills, experience, profile, and specialization. The UN tests these senior personnel. No one has ever failed.

The number of IPOs selected is based on 'the request of the organizations concerned, and the fulfilment of the requirements set for the accomplishment of these operations'. The decision-makers point to the existence of 'a directive that sets out the requirements to be met in order to be eligible for the post, namely: speciality, length of service, discipline, age limits, etc.'. People are required to volunteer and 'meet the rank requirements,

age requirements for gendarmes, and they have to pass the SAAT tests (including an interview), which are organized by the UN Police Division'. The UN Police Division sends a team to Senegal which is certified for this purpose.

All decision-makers interviewed described formal selection criteria; many reiterated the role of the UN in testing and evaluating candidates. Without exception, they were not aware of any informal selection standards or criteria. However, one division chief acknowledged that in the more decentralized processes, social conditions could be taken into account: 'If someone is really in need, they may be brought into the operation to improve their financial situation.'

## OPPORTUNITIES

### Efforts are being made to recruit women for peace operations and to meet United Nations quotas

Personnel of gender units and gender divisions, as well as gender focal points, may benefit from capacity building by NGOs. The Police and Gendarmerie establish partnerships with NGOs and diplomatic missions in order to remove barriers that prevent women from having free access to deployment. The government sometimes tries to ease women's access to certain operations. Italy organises assistance programmes, and mentoring work can be undertaken through the Pioneer Women's Association. For example, the Pioneer Women's Association has enabled the creation of WhatsApp groups for female police officers from each graduating class, with one or two pioneers in each group, to discuss issues that may be encountered on deployment, provide informal training, and facilitate question and answer sessions.

In some years, training sessions to prepare women for the Assessment for Mission Service (Examen d'Aptitude au Service en Mission or EASM) selection take place, which are facilitated, for example, by previously deployed women. For example, the all-female SAAT pre-test training funded by Canada in 2017 significantly improved the performance of female candidates and led to the deployment of the first female IPOs from the Senegalese Gendarmerie. This is good practice to be replicated systematically, to increase the deployment of female IPOs.

Initiatives also exist within the Police and Gendarmerie to facilitate the selection of women for peace operations and to meet UN quotas. For example, the filters used in the IPO application database to limit the number of applications to 500 for the SAAT test (250 in the Police and 250 in the Gendarmerie) are different for men and women, to allow for 30% women (no rank filter for women, no limits on the number of women who register for the pre-selection). The Gendarmerie High Command also implements pre-SAAT tests to allow personnel to prepare for the real tests. In addition, the Police Human Resources Directorate has a pool of competent female police officers to supplement the FPUs if there is a shortage of female personnel to meet the UN quotas.

The Police and Gendarmerie have applied for support from the Elsie Initiative Fund for a project to recruit more women into peace operations.

#### Box 3.2: Female role models and pioneers – portrait of Divisional Commissioner Codou Camara

Divisional Commissioner Codou Camara joined the Senegalese National Police in 1982, one of the first two female officers recruited into the police service in her country along with Commissioner Aby Diallo. She was the recipient of the 2013 International Award for Women Peacekeepers (jointly awarded by the UN and the International Association of Women Police (IAWP)) during her deployment to MINUSTAH (UN Stabilization Mission in Haiti). She received this award in recognition of her work in support of female police officers in Haiti, Chad, and the Democratic Republic of the Congo. In particular, she helped recruit, equip, and train 250 female officers in the Chadian National Police. She also assisted the Bureau des affaires de genre (Office of Gender Affairs) of the Haitian National Police in creating a network of female officers and supported them in developing a gender strategy and action plan.<sup>25</sup>

## Most men and women believe that the recruitment process for UN peace operations is fair

Of those surveyed, 12% thought the recruitment process in UN peace operations was very fair, 58% thought it was fair, 15% were neutral, 13% thought it was unfair and 2% thought it was very unfair. Police respondents were less likely to think the process was fair.

In addition, 75% of respondents believed that people were selected for deployment because they had the right skills and 10% because they had the right rank, while only 10% believed they were selected because they knew the right people. Fewer than 3% thought they were selected because of their gender and fewer than 1% thought it was because they were single or had no family obligations.

## Most men and women deploy because they wish to help people

In the survey, 59% of both men and women said that the desire to help people was the most important motivation for deployment (those who actually deployed were less likely to say this than those who asked to be deployed but did not). Twenty-one per cent of both men and women were motivated to learn new skills, 13% were motivated to advance their career, 5% were financially motivated (7% of women vs. 4% of men), 3% because the experience of a colleague was positive, and 1% for an adventure.

When asked to select all of the reasons why they were deployed or asked to be deployed, 79% say they deployed to help people, 64% to learn new skills, 43% to advance their career, 33% for financial reasons (those who were actually deployed were more likely to say this), 17% to travel, 13% because the experience of a colleague was positive, and 9% for adventure. Police respondents were more likely than those from the Gendarmerie to say that one of their main motivations was to help people.

## The majority of personnel wish to deploy as part of a UN peace operation

The vast majority (98%) of respondents who had never participated in a UN peace operation said they wished to be deployed in this context. Men and women were equally likely to say they wanted to be deployed.

## There do not appear to be any gender-based differences in the selection of deployments

The selection information is passed on to the Gendarmerie authorities. A memo is sent to the person pre-selected for the position, and is addressed to that person alone. The person may be nominated by their supervisor or by any competent authority in this regard.

Of those respondents who had been deployed, 95% said they were selected by their supervisor to be deployed on a UN peace operation. Police respondents were less likely to say they were selected by their supervisor. Seventeen per cent said they were part of an FPU that had deployed. One per cent said they were selected through an application process and 2% said they were appointed by government authorities.

Nevertheless, it is important to note that when a selection is left to the discretion of an individual, it is possible for their preferences, stereotypes, or implicit prejudices to influence the choice, even if the individual is in favour of equal opportunities. It is therefore worth taking stock of the systems and good practices that exist in different organizations, including the Senegalese Police and Gendarmerie, to ensure that stereotypes do not influence selection processes.

## BARRIERS

### Established formed police units exist, but few women are part of them

The FFF indicates that the FPUs had been created to be deployed as needed, being made up of personnel from the Police and/or Gendarmerie, who were appointed individually based on merit and UN requirements and criteria. The unit was then formed with a designated leader.

Participants in the validation workshop confirmed that this policy had changed over the previous two years in order to promote harmony and operational effectiveness: instead of forming new units for deployments using tests, Senegal deploys existing operational units (undertaking law enforcement work comparable to the roles of the FPUs on operation) that are reinforced with logistical support personnel to match UN requirements. It is therefore important to ensure that women are part of these operational units in-country to facilitate their deployment and meet UN quotas, as these units retain the same configuration when deployed in external theatres of operation as they do internally.

## Most personnel do not apply for deployment to a UN peace operation

A total of 94% of respondents said that they had not applied to be deployed on a UN peace operation. Of these, 11% said it was because they did not have any information about the opportunity (Police respondents were more likely to say this) and 4% said they did not have enough information about the opportunity.

This is due to the fact that FPUs are appointed by the leadership (sometimes Police and Gendarmerie personnel declare themselves ready to be deployed, but there is no application procedure). Only IPOs need to apply for deployment. Their application is reviewed by the Directorate of International Cooperation before being sent to New York.

## Personnel are not familiar with the standard recruitment process for United Nations peace operations

The survey found that 47% of both men and women did not know if there was a standard recruitment procedure for UN peace operations. Police respondents were more likely to believe that there was a standard recruitment procedure than Gendarmerie respondents were.

## Information on IPO deployments is disseminated through a variety of means, but few personnel have heard of the opportunities to apply for UN peace operations

Websites such as Inspira.un.org contain UN job opportunities. According to the working group, deployment opportunities are also disseminated through memos, hard copy, the intranet (Zimbra within the Gendarmerie), and personnel WhatsApp groups.

However, only 21% of both male and female respondents had heard of opportunities to apply for a UN peace operation. Police respondents were relatively more likely to have heard of such opportunities.

Of those, 51% heard about opportunities through all-personnel emails, 32% through immediate supervisors, 27% word of mouth, 12% an organizational newsletter, 8% an internal job board, 7% radio, 1% television, 1% training academies, and 1% informal mentors. Women are more likely to hear about opportunities through emails sent to all personnel (57% of women and 48% of men), and Police respondents are more likely to hear about them through newsletters.

Participants in the validation workshop highlighted the limitations of information sharing in regions outside of Dakar. They also indicated that the timely receipt and understanding of information on deployment opportunities poses particular difficulties for those at lower levels.

It is therefore important to note the importance of promoting various techniques and means of communication to allow for an encompassing dissemination at the national level. Participants cited the creation of an *Amicale* in the Police (for women in service) with regional cells; the creation of spaces for exchange with women already deployed; and the use of existing women's networks (for example, WhatsApp groups) as potential solutions to this challenge. Participants stressed the importance of physical spaces for exchange to avoid relying on WhatsApp, as this means of communication has limitations in terms of confidentiality (risk of spying) and reach (WhatsApp groups are numerous and disparate).

## Information on deployment opportunities is not disseminated through women's preferred method of communication

The survey reveals that 68% of women and 60% of men think that the best way to obtain information about the Police and Gendarmerie is by written communication. Women are less likely to obtain information by telephone conversation – 32% of women and 35% of men said that this was the best way to obtain information. Also, 26% of both men and women said that email was the best way to obtain information, 13% said it was through texting, 13% through social networks, and 2% by fax. A total of 10% said they obtained information best by another method. Police respondents are more likely to say they learn best about their organization by phone than the Gendarmerie.

### **The tests and the regrouping of the units are carried out in Dakar**

The tests are conducted in Dakar. Personnel go to Dakar with operational orders and are, in principle, reimbursed for transportation; in reality this is often not the case.

This is a disadvantage for those from outside Dakar, but especially for women who may have more family responsibilities. In addition, the opportunity cost of travelling to Dakar to take the tests may seem disproportionate if women feel they have less chance of being selected.

Furthermore, once units are formed or selected for deployment, they are regrouped in Dakar; however, accommodation in and transportation to Dakar are not provided, which can be a challenge financially and for women with caring responsibilities.

Recommendations to address this situation are presented in issue area 2.

### **Peace operation announcements are not promoted in different dialects**

Deployment announcements are published in English and French, which could have a negative impact on the dissemination of information. This barrier is not a major stumbling block, however, as French is the official working language.

### **Training schools do not provide information on peace operations**

There are no peacekeeping modules at the Basic Training Academy. This is a missed opportunity to further inform the growing number of women in the new generation of trainees about the opportunities for deployment to peace operations.

### **Effects of cross-cutting issue areas (issue areas 9 and 10) on deployment selection**

The fact that there are specific efforts to recruit women means that their role in the team during deployments is recognized (issue area 10). Nevertheless, these efforts to increase women's participation in peace operations must begin before selection for deployment. Increasingly, the FPUs that are deployed are already existing national law enforcement units. The recent period of women's integration combined with the persistence of gender roles, however, means that women are poorly represented in these operational, tactical, or intervention units, which puts them at a disadvantage during selection (issue area 9). It is therefore essential to promote the integration of women into these units from the moment they enter the security institutions.

## **RECOMMENDATIONS FOR ISSUE 3** **(Deployment selection)**

Please refer to the recommendations in issue area 2, which also address the recommendations for issue area 3.



# ISSUE AREA 4: Household constraints

HIGH PRIORITY

*Issue area 4 – Household constraints, recognizes that the majority of unpaid caregiving activities are performed by women.<sup>26</sup> As such, having young children, elderly parents or other family obligations can be a significant barrier to women's meaningful participation and deployment in peace operations. Issue area 4 therefore examines the extent to which the security institution has policies and working conditions that allow for the meaningful participation of women, through work-life balance and a more balanced distribution of caregiving activities between men and women. Issue area 4 also assesses whether there are social pressures against women considering deployment.*

## Summary of results

### MAIN OPPORTUNITIES

- Extended families can contribute to the care of children during deployment. (p.55)
- Maternity leave is paid and compulsory, making it easier for women to return to work after giving birth and enabling all female personnel to take leave without depending on the approval of their superiors. (p.55)

### MAIN BARRIERS

- Leave to visit family while on deployment is not subsidized. (p.57)
- Institutional policies for reconciling work and personal life (leave to care for the sick or elderly, flexible working hours, breastfeeding arrangements) are insufficient, as is support for parents who work in the Police or Gendarmerie. (p.56-59)
- There is no paid paternity leave. (p.57)
- FPU deployments may take longer than originally planned or desired by personnel. (p.59)
- Women would prefer to be deployed when they are younger than the existing average deployment age; that is, they would prefer to be deployed when they are younger than the average childbearing age or when their children were younger. (p.59)
- The majority of men and women feel they cannot discuss family-related issues with their supervisors. (p.59)

### CROSS-CUTTING ISSUE AREAS

- In Senegal, 87% of so-called domestic work is undertaken by women and girls.<sup>27</sup> It is rare for men to be stay-at-home fathers or primary caregivers, so families can more easily adapt to the absence of fathers than mothers.
- Although experienced by both men and women, the lack of institutional working conditions conducive to reconciliation of personal and professional life has a disproportionately negative impact on women's career opportunities.
- The Police and Gendarmerie have few measures to promote the reconciliation of personal and professional life and the sharing of family responsibilities between men and women. This implies that in order to rise in the hierarchy of these institutions, one must be able to prioritise work in the institution over family responsibilities. This is disadvantageous for women, who find it more difficult than men to avoid family obligations.

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Although the institutions compensate the personnel deployed (for example, payment, subsidized housing for families), their perception is that this is not always sufficient. (p. 58)
- Training opportunities are not offered to personnel on maternity leave. Women take more leave than men, and, as a result, feel they are missing out on opportunities. (p.57-58)
- Women face more social pressures than men when they deploy. (p.59)

<sup>26</sup> Worldwide, women still perform about 75% of unpaid care and domestic work. International Labour Organization, 'How much time do women and men spend on unpaid care work?', [www.ilo.org/global/about-the-ilo/multimedia/maps-and-charts/enhanced/WCMS\\_721348/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/multimedia/maps-and-charts/enhanced/WCMS_721348/lang--en/index.htm) (accessed 27 April 2021).

<sup>27</sup> Counting Women's Work, 'Infographic, Senegal' (24 May 2016), [www.countingwomenswork.org/news/cww-infographic-senegal](http://www.countingwomenswork.org/news/cww-infographic-senegal) (accessed 27 April 2021).

## Detailed results

### OPPORTUNITIES

#### Leave and vacation time can be used during operations if the rules are respected

Leave during operations shall be accumulated at the rate of 1.5 days per full month of service. The following general conditions apply to leave: a) with the exception of leave that accrues in the last month of service, leave may only be used on an accrual basis; b) accrued and unused leave will not be paid in cash; c) leave must be used during the period of service. No assignment will be extended for the sole purpose of filling leave entitlements; (d) leave may be combined with compensatory time off; (e) in the last month of service, approved leave and/or compensatory time off may not exceed 12 days; and (f) the full rate of operational subsistence allowance shall apply to UN police officers for days of leave used, regardless of when the leave is used.

In general, a person is entitled to 30 consecutive days of annual leave with pay, after 11 months of service. Management are free to stagger annual leave in the interests of the service. Division of leave may be granted at the reasoned request of the person concerned, although management may object to such division if the interests of the service so require. Officials with responsibility for their families shall be given priority in the selection of periods of annual leave. Under no circumstances may travel time be added to the duration of leave.

Almost all respondents (99%) stated that deployed personnel were allowed to take holidays to visit families.

#### Childcare is frequently provided by extended family members, rather than by institutionalized services or care systems

It is common for close relatives and especially grandparents to take on the childcare responsibilities for deployed parents. In fact, 14% of both men and women surveyed strongly agreed and 66% agreed that they had family members/extended family who could take care of their domestic arrangements while deployed.

The availability of family members is a factor that frees up time for their relatives, particularly women, and can facilitate their participation in peace operations. It is important to note, however, that while the availability of extended family members is a positive factor in enabling women to deploy, it should not be a substitute for institutional support that would facilitate deployment for all women regardless of the existence of family support. Moreover, reliance on extended family members (mostly women) to provide support to deployed personnel is a barrier to gender equality in society and contributes to the perpetuation of stereotypical gender roles within the institution and in society at large.

#### It is common for personnel to hire home help

Childcare, domestic personnel, and cleaners are common services in Senegal and are therefore frequently used by Police and Gendarmerie personnel of all ranks.

The ability to hire help for domestic work is a factor that can increase the deployment of women in uniform. This is not subsidized by security institutions, however, and depends on the personal financial means of individuals, which is not a sustainable solution to the barriers women face in deployment.

#### Paid maternity leave is mandatory

Maternity leave is mandatory in the event of pregnancy. The maternity leave policy of the police is as follows: 'Women are entitled to 14 weeks (98 days) of maternity leave, of which 8 weeks are after delivery. This leave may be extended by 3 weeks in case of medical complications of pregnancy.'<sup>28</sup> However, women do not have access to continuing education or training opportunities during their maternity leave.

A total of 93% of respondents reported that paid maternity leave was available in the Police or Gendarmerie. Police respondents were less likely to be aware of a maternity leave policy.

The existence of compulsory maternity leave facilitates the return of women to work after childbirth and allows all female personnel to take such leave without depending on the approval of their superiors.

## The state provides national childcare facilities that can help parents to reconcile their professional and personal lives (excluding deployment)

Kindergarten childcare services are provided by the state, for example the *Cases des tout-petits*. These are facilities that cater for children aged two to five years, offering them a safe and pleasant environment as well as educational support aimed at stimulating their early development and gradually promoting their integration into the school system. According to estimates in 2016, there were 739 *Cases des tout-petits* in Senegal, 343 public kindergartens, 296 crèches or community day-care centres, which are all public facilities open to all, including to children of the Police and Gendarmerie, but data is not available regarding their use by these bodies.

It should be noted that these services provide childcare during the day, but not at night, which means that parents must be able to drop off children in the morning and pick them up in the evening. They can therefore be of help to parents who work in the Police or Gendarmerie in Senegal, but for deployed parents they are not a suitable service, as residential schools or a boarding school system could be.<sup>29</sup>

## There is a time lag between selection and deployment

A training period exists between selection and deployment. Often, once the selected individuals have completed their training, they are given some time to visit their families before they leave.

The majority (93%) of respondents who had already been deployed said that they waited less than six months between their selection and deployment. Of these, 45% waited four to six months, 39% two to three months, 4% one month, 2% two to three weeks, and 3% from a few days up to one week. Only 7% of respondents who had already been deployed waited a year or more.

Exceptionally, there may be a significant delay, but this is very rare.

The fact that there is a short time between selection and deployment benefits uniformed personnel with families in Senegal as it can allow them to plan their departure and put in place the necessary arrangements for their current circumstances (it is difficult to make plans when due to deploy in a year or more's time, as it is difficult to predict so far in advance what the family situation and requirements will be, for example).

## The majority of men and women feel that they can be good parents while participating in deployments

According to the survey, 67% of men and women disagreed and 26% strongly disagreed that 'men cannot be good fathers if they are deployed on a UN peace operation'. Similarly, 68% of both men and women surveyed disagreed and 25% strongly disagreed that 'women cannot be good mothers' if they are deployed on a UN peace operation.

## BARRIERS

### The Police and Gendarmerie do not provide childcare facilities for personnel, nor do they provide subsidies to access these services

There are no Police day-care centres or other facilities specific to the Police or Gendarmerie. Access to childcare facilities provided by the state is not subsidized by the Police or Gendarmerie.

According to the participants of the Police preliminary oral report, there is a lack of crèches for women on duty, and they are not subsidised by the Police. For the reasons above, the Police gender focal point is currently working with the police authorities to set up a crèche at Camp Abdou Diassy, where high ranking police officers live.

In addition, there are no institutional childcare options for parents who wish to deploy, so they must depend on their extended family.

### There are no subsidies for childcare during deployment

In the survey, 51% of both men and women said that there were adequate subsidies for childcare/family care in Senegal while personnel were deployed on a UN peace operation. Four per cent said there were subsidies, but they were inadequate, while 45% said that there were no subsidies for childcare/family care while deployed. Police respondents were less likely to say that there were subsidies.

<sup>29</sup> In some countries (see the following examples from France ([www.defense.gouv.fr/actualites/communaute-defense/etablissements-scolaires-re-serves-aux-enfants-de-personnels](http://www.defense.gouv.fr/actualites/communaute-defense/etablissements-scolaires-re-serves-aux-enfants-de-personnels)) and the United Kingdom ([www.wycliffe.co.uk/forces-families](http://www.wycliffe.co.uk/forces-families)), there are schools for the children (including young children) of (mainly military) uniformed personnel, such as boarding schools or residential schools. These schools are subsidised by the security sector institutions. In these institutions, children can also be accommodated at weekends.

## There are no opportunities for family deployment or family visits

For IPOs and FPUs, policies for family visits outside of normal leave do not exist. Only 1% of respondents thought it was possible to take their families with them when deploying on UN peace operations. This is due to security circumstances of the operations, which take place mostly in conflict areas, and to allow deployed personnel to be as mobile as possible.

## Leave during deployment is not subsidized

Leave is paid but not subsidized, as confirmed by the vast majority of respondents (81% of men and 91% of women). This means that when you take leave, you still receive your salary. However, there is no financial or other support with regards to leave.

According to the survey, 15% of male and 9% of female respondents thought that the government subsidized vacations or trips to visit family while deployed on a UN peace operation, while 4% of men and fewer than 1% of women thought that there were subsidies but that they were not sufficient. Police respondents were more likely to say that there were grants than were respondents from the Gendarmerie.

According to the Police participants of the preliminary oral report, it seems that this particularly affects the women who are deployed, as they return to Senegal more regularly to see their families than their male colleagues do, which implies that the financial burden of having to pay for transportation is greater for the women.

## There is no paternity leave policy

According to 96% of respondents, no paternity leave policy is in place. Four per cent incorrectly stated that paid paternity leave existed.

The lack of paternity leave reinforces the stereotypical perception of women as the primary carers of young children, and prevents men who wish to do so from taking on increased family responsibilities in the home. In addition, this inequality can lead to discriminatory practices such as not recruiting or promoting women who might take such leave (as this 'risk' does not exist for male personnel).

## There is no formal policy regarding leave for care of the sick or elderly

There is no formal leave policy with regards to caring for the sick or elderly. Existing types of leave are maternity leave and annual leave, which consist of 45 days per year. It is not common to take all 45 days consecutively. In the event of an emergency or family need, for example if a parent or elderly person is ill or in need of care, personnel can negotiate with management to be allowed to take the full leave allowance consecutively, or to take leave days whenever convenient. The most common reason why personnel are allowed to take a long period of consecutive leave is when travelling outside the country, for example to visit relatives living abroad.

The fact that there is no official leave for care for the sick or elderly particularly affects the career opportunities of women, who make up the majority of those likely to take such leave.

## Women take more time off than men do

The survey indicates that 84% of men and 59% of women had never taken leave, 30% of women and 3% of men had taken one period of leave, and 8% of women and 5% of men had taken two periods of leave. Of the women who had taken leave, 87% had taken maternity leave, 13% had taken leave to care for family members, and 6% had taken sick leave. Of the men who did, 3% took paternity leave, 87% took family leave, and 10% took sick leave.

This finding indicates that the burden of caregiving (for children, infants, and the family) falls disproportionately on women, forcing them to take more time off than men do even when it is detrimental to their careers (see following paragraph).

## Women miss out on opportunities because of time off

Of the women who said they had ever taken a leave of absence, 22% felt they had missed out on career advancement opportunities during that time, compared with 12% of men who felt this way.

## Training is not offered to personnel on maternity leave

In the survey, 10% of the respondents who took leave said that they had undertaken training during their leave, and 1% said that they had been offered training but had not taken it. A total of 89% of the respondents who took leave said that they had not been offered training and had therefore not undertaken it during their leave.

## The majority of personnel do not believe that payment for UN peace operations is sufficient

According to the survey, 60% of men and women surveyed did not think that UN peace operation payments were sufficient to run their households.<sup>30</sup> Police respondents were less likely to think that payments from UN peace operations were sufficient. Respondents who had been deployed on a UN peace operation were less likely to think that the pay was adequate. A total of 27% of deployed personnel and 40% of non-deployed personnel agreed or strongly agreed that the pay was adequate.

## It is not the norm for men to be stay-at-home fathers

Stay-at-home fathers are not very well regarded. According to the interviews, ‘stay-at-home fathers are not very well perceived by Senegalese society, because according to [the] customs and habits, a man must behave like a good father by looking for work in order to be able to provide for his offspring’.

Twenty-seven per cent of respondents said that the father was the primary caregiver in the household, while 45% said that it was the mother, and 23% said that both the father and mother had equal responsibility for the care of the children. Police respondents were less likely to say that the father was the primary caregiver.

According to the participants in the Gendarmerie’s preliminary oral report, when mothers are on deployment and leave the children with the father, it is uncommon for the father to look after the children alone during the deployment period – he is supported by a female relative.

This means that the balanced distribution of care activities between men and women is not the norm in Senegal, which, for women, is particularly detrimental to the reconciliation of work and personal life.

This is why crèches and other childcare facilities are a necessity. In the absence of such facilities, women need to rely on the help of other women in their immediate or extended family, and may miss out on deployment opportunities, as well as on training and other opportunities in Senegal.

## Accommodation is not routinely provided to families during the deployment of personnel

According to 69% of respondents, the Police or Gendarmerie provided accommodation for families while personnel were deployed on a UN peace operation. In contrast, 1% said that accommodation was provided but was inadequate, and 30% of respondents said that accommodation was not provided for families while deployed. Police respondents were less likely to say that adequate housing was provided compared with Gendarmerie respondents.

According to 69% of the respondents who had ever been deployed, the Police or Gendarmerie provided subsidized housing for families of the same rank; 6% said that subsidized housing was provided but was inadequate; and 25% said that housing was not provided for personnel of the same rank.

## Arrangements for breastfeeding in the workplace are not systematic

Only 63% of the women and 69% of the men surveyed said that the Police and the Gendarmerie provided adequate breastfeeding facilities. For 7% of women and fewer than 1% of men these arrangements were inadequate. Thirty per cent of both male and female respondents stated that no breastfeeding facilities were provided. Police respondents were more likely to say that there were provisions for breastfeeding.

## Flexible working hours are not an option in the Police and Gendarmerie

Police officers and gendarmes are subject to normal working hours; however, department heads may have more leeway and flexibility with regards to working hours. Depending on workload, it is possible for supervisors to reorganize their working hours, though the total number of working hours is officially the same for all personnel. With flexible hours, department heads can work between 10 a.m. and 3 p.m. as needed, but this is not official.

<sup>30</sup> The question asked in the survey was: *How much do you agree with the statement: 'The payment for UN peace operations is sufficient to run my household during the operation'?* Twenty-six per cent of people answered 'strongly disagree' and 34% answered 'disagree'.

Flexible working hours tend to be of particular benefit to people who are balancing career and family or caregiving responsibilities. In the absence of such flexible working hours, it becomes all the more difficult for women to do so, which, if they have no alternative for caregiving, may force them to leave their jobs.

### **Peacekeeping training centres do not have adequate family care facilities**

A total of 33% of the men and women interviewed said that adequate family care was available during pre-deployment training, while 63% reported that there were no family care facilities during the training period.

### **Women are deployed when they are older than their preferred deployment age**

For both men and women surveyed, the ideal age for a first deployment is 26. Participants of the validation workshop confirmed that it is much easier to deploy if you are single and do not have children. Nonetheless, respondents reported deploying much later than the ideal deployment age. Both women and men were on average 31 years old when they first deployed to a peace operation. This can be attributed to the requirement for a minimum of five years of service before deployment, a criterion that exists to ensure that those deployed have the experience and expertise to fulfil their mandate. Possible solutions to this barrier are explored in the recommendations.

### **Women's preference would be to deploy when their children are at a younger age**

On average, female respondents think that women should be deployed when their children are about 2 years old, while male respondents think that women should be deployed when their children are just under 4 years old. Both men and women think that fathers should be deployed when their children are almost two years old on average.

### **Mothers are more stigmatized than fathers for their participation in UN peace operations**

In the survey, 59% of female respondents said that women who left their children in Senegal in order to participate in a UN peace operation faced significant or partial social pressure, and 55% of male respondents said that mothers faced social pressure. In comparison, only 22% of both men and women thought that fathers were stigmatized for leaving their children in Senegal while they were on deployment. Among personnel who had ever served in a UN peace operation, 62% felt that mothers were stigmatized for being deployed, while 48% of non-deployed personnel felt this way. Police respondents were more likely to say that fathers were stigmatized for being deployed. These social pressures on women who are considering deployment sometimes cause them to withdraw after being selected, according to the validation workshop.

### **Length of deployment does not match preferences of personnel**

Female respondents to the survey believed that the ideal peace operation deployment would last 11 months, while male respondents believed that ideal deployments would last 10.5 months.

For IPOs, the deployment period can last up to three years, and extensions are voluntary, based on individual requests.

In contrast, the duration of service is generally one year for FPU personnel and can be extended up to 18 months. Individuals deployed with FPUs may therefore be required to remain on deployment for longer than originally planned, either because of an extension or because of delays that may occur in repatriation (for administrative or logistical reasons). It should be noted that some countries deploy FPUs for six months, which is advantageous for those deployed with children.

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

In the survey, 69% of male and female respondents agreed or strongly agreed that a woman should ask her father's/husband's permission to be deployed on a UN peace operation. Police respondents were more likely to think this. In comparison, 46% of respondents thought that a man should ask his mother's/wife's permission before being deployed. Women were more likely than men to think that a man should ask permission.

### **Most personnel are not willing to discuss family issues with their supervisors**

Of the men and women surveyed, 22% said they would be very willing or willing to discuss family issues – including marital or child custody issues – that affect their ability to perform their duties with their supervisor. Police respondents were more likely to be willing to do so.

### **The effects of cross-cutting issue areas (issue areas 9 and 10) on household constraints**

Even if equality at work is guaranteed by law, there are not enough institutional policies to enable the reconciliation of personal and professional life and the equitable distribution of care activities between men and women. Institutional policies and practices, as well as inadequate arrangements for parenting, reinforce by default the traditional roles of women and men in society, that is, men as the main breadwinners and women as the main caregivers. Dominant ideas in society about the appropriate roles of men and women in relation to the family constrain women's careers and deployment opportunities. It is uncommon for men to take on the role of primary caregiver, which can make it difficult for women, especially those with children, to decide to deploy (issue area 9). The Police and Gendarmerie are public institutions, and as such have the opportunity to act as role models in society by challenging gender stereotypes, for example through the implementation of policies aimed at helping personnel to reconcile career and family life.

Women feel included within the Police and Gendarmerie as long as their caregiving roles do not impact on their work; to be fully integrated it seems necessary to prioritise work (or operation) entirely over family. It is difficult to discuss family matters with supervisors. As a result, women may not progress in their careers as quickly as their male colleagues, who do not face equivalent demands in terms of caring activities (issue area 10).

## **RECOMMENDATIONS FOR ISSUE AREA 4 (Household constraints)**

### **Policies**

- The UN DPO should not exceed the 12-month deployment period for FPUs or should make personnel deployed to FPUs aware well in advance of possible operation extensions or delays in repatriation.
- Review the deployment policy to ensure that a woman who becomes pregnant after being selected for deployment can defer her selection, to allow her to deploy at a later date.

### **Training and professional development**

- The gender focal points/division, in collaboration with any authorized person, should raise awareness (talks, visits, telephone interviews, and so on) of the families and spouses of women who wish to deploy, in order to limit the social pressures against them.

### **Practices**

- The UN DPO should refine the selection process to increase the chances of those selected actually being deployed and to avoid frustration.
- Internally, provide better information about and clarify the selection process and its results.
- The gender focal points/division should provide ongoing support and follow-up to the families of deployed women and establish a channel of communication with deployed women to resolve any problems that may arise during deployment.

### **Organizational culture**

- Organize pre- and post-deployment talks. The purpose of these sharing moments will be to discuss the deployment process, the barriers, the objective, and the deployment experience.
- Better take into account the perceptions and challenges that women may face (social and psychological assistance, and so on)



# ISSUE AREA 5: Peace operations infrastructure

HIGH PRIORITY

*Issue area 5 – Peace operations infrastructure – examines whether the lack of adequate equipment and infrastructure prevents women from being deployed in peace operations.*

## Summary of results

### MAIN OPPORTUNITIES

- The majority of personnel have access to adequate barracks, washrooms, and medical care while deployed. (p.62)
- Both men and women have access to peacekeeping training in Senegal and abroad. (p.62)

### MAIN BARRIERS

- The gender-specific needs of women (for example, menstrual management) are not systematically addressed in operations. (p.64)
- According to the survey, mental and reproductive healthcare are sometimes lacking during deployment. (p.63)

### CROSS-CUTTING ISSUE AREAS

- In the past, infrastructure, equipment, and services were primarily designed to meet the needs of the standard male peacekeeper. This situation is changing, and in the future it will be important to ensure that women are systematically consulted about their specific needs in the context of deployment.

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Some deployed individuals stated that they had not received all the standard equipment necessary for the deployment. (p.64)
- Women's experiences differ from men's in accessing certain gender-specific products or services, such as contraception and protection against sexually transmitted infections (STIs). (p.63-64)

## Detailed results

### OPPORTUNITIES

#### Women have access to peacekeeping training

There are opportunities for training and capacity building which often benefit female police officers. The state, in collaboration with partners, sometimes organizes training seminars to increase the capacity of female police officers to easily integrate into peace operations. These women also often benefit from the support of former colleagues who share their deployment experiences with them. The Training Directorate regularly organizes pre-deployment training seminars for peace operations in collaboration with the KAIPTC. For example, from 20 February to 3 March 2017, the Alioune Blondin Beye Peacekeeping School organized such a training seminar. Similarly, in terms of cooperation, the Senegalese Gendarmerie has historic relations with the French Gendarmerie, as evidenced by the twinning of the Ouakam Gendarmerie Officers' School with the Melun Officers' School in France. In addition, partnerships exist with the Spanish Guardia Civil, the Italian Carabinieri, the American FBI and other African gendarmerie institutions.

According to the survey, 55% of male and female respondents had received peacekeeping training within Senegal and 26% had received training outside Senegal. Police respondents were more likely than Gendarmerie respondents to have received peacekeeping training both inside and outside of Senegal.

#### Peacekeeping training is provided by a mobile Gendarmerie development centre

The mission of the Gendarmerie schools is to provide training for student gendarmes, student marshals, and student officers, as well as develop leadership, gendarmes, and auxiliary gendarmes. The Centre de Perfectionnement de la Gendarmerie Mobile (CFGM) or Mobile Gendarmerie Development Centre is one example of this type of school; it is a centre of excellence and trains all law enforcement and professional intervention units.

The centre contributes to the development of national and international law enforcement units within the framework of FPUs and also serves as a venue for pre-deployment training.

#### Women have access to separate toilet facilities during UN operations

According to the FFF, women have access to adequate bathrooms when deployed on a UN peace operation. According to the survey, 78% of both men and women said they had access to adequate bathrooms, while 17% said the access to bathrooms was inadequate. Only 5% reported having no access to a bathroom.

#### Women have access to women-only barracks on deployment

According to the FFF, there are adequate barracks for women when they are deployed. Of those surveyed, 87% had access to adequate dormitories, 9% had access to inadequate dormitories, and 4% reported not having access to any dormitory. In addition, 91% of both men and women could lock their dormitory doors.

#### Women receive the same equipment as men

For IPOs, this includes light clothing, formal wear, weapons, shoes, belts, caps, helmets, vests, and accessories.

For FPUs, this includes water tanks, kitchen equipment, vehicles, weapons, ammunition, and generators.

According to the FFF, women are provided with the same equipment as men: uniforms, caps, blankets, shoes, and so on.

#### Women don't complain about uniforms

UN uniforms are not specifically designed for women. Despite this, 93% of women surveyed said that their deployment uniforms were tailored to their bodies, compared with 86% of men.

#### Women and men have access to healthcare

According to the FFF, each contingent has access to a doctor. In addition, one or more hospitals in the host country employ specialists with whom the peace operation collaborates. All regions have some availability of medical services, and, in case of extreme necessity, evacuation is possible.

Almost all deployed respondents (99%) reported having access to adequate general healthcare.

### Female doctors and nurses are deployed in operations

According to the FFF, female doctors and nurses are deployed in all operations. One interviewee stated: 'Often, female doctors are the most likely to be deployed because they automatically fit the profile. They easily fit the criteria (officer of a certain rank) and from a cultural perspective they are less at risk because they are not deployed on the battlefield.'

Deployment of women in these roles is more common and accepted than in field roles because they are less exposed to danger (refer to the discussion of the 'gendered norm of protection' in issue area 9) and because these roles are generally stereotyped as female (refer to issue area 9), which is why female doctors and nurses are often present. While it is important that female doctors and nurses are deployed with the personnel, it is also important to ensure that deployed women in uniform are not restricted to these roles. It is important that they are deployed in a variety of roles that match their skills and expertise, and that women physicians and nurses are not pushed into frequent redeployment simply to meet deployment parity goals.

## BARRIERS

### There is no joint national training centre for the Police and Gendarmerie

In order to train, the Senegalese often travel to Ghana, the headquarters of the KAIPTC, and the training centre team travels to Senegal. Training is also executed through an exchange of experts, operations, internships, and travel, which enrich the personnel.

### Mental healthcare is lacking on deployment according to one-third of respondents

According to the FFF, all medical services, including psychology, are available in hospitals at various levels. A total of 65% of men and women reported having access to adequate mental healthcare while deployed on a UN peace operation, while 35% reported having no access to mental healthcare.<sup>31</sup> Police officers were less likely to report having access to mental healthcare.

As peace operations take place in complex environments – in areas that face a variety of threats – personnel are constantly confronted with various stressors, as well as cumulative stress and traumatic stress, which have a negative impact on their health and well-being.<sup>32</sup> In this context, widespread access to mental healthcare contributes to the operational effectiveness of personnel, and plays an important role in maintaining the safety and morale of deployed personnel, and the success of the operation.

This aspect must be taken seriously.

### Not all personnel have access to reproductive healthcare

According to the FFF, hospitals at different levels provide all types of medical services, including reproductive care. However, only 56% of men and women surveyed reported having access to reproductive healthcare while deployed on a UN peace operation and 44% reported having no access.<sup>33</sup>

### The only available means of contraception and protection against sexually transmitted infections (STIs) are condoms

While condoms are distributed free of charge to men and women, this is the only type of contraceptive that is provided. Women do not have access to contraceptive pills, and so on.

The working group reported that the Gendarmerie has implemented training and discussions on contraceptives for sexually active persons. This indicates a positive trend at the national level towards greater attention to reproductive health and protection needs, which may have a positive impact on peace operations.

<sup>31</sup> The question asked was: 'Did you have access to mental healthcare during the mission'; that is, did you have the opportunity to use this care if needed? In the MOWIP methodology, the 'threshold' for classifying this as an opportunity is 90%, as the methodology considers that all deployed personnel should have the opportunity to receive this care if needed.

<sup>32</sup> Pre-Deployment Training and Advisory Team, 'Exploring Well-Being in Peacekeeping Operations: Sustaining Peace with a Healthy Mind', CoESPU Magazine, No. 4 (2019), [www.unitar.org/sites/default/files/media/file/Well-being%20in%20Peace%20Operations\\_CoESPU%20N4%202019.pdf](http://www.unitar.org/sites/default/files/media/file/Well-being%20in%20Peace%20Operations_CoESPU%20N4%202019.pdf) (accessed 27 April 2021).

<sup>33</sup> The question asked was: 'Did you have access to reproductive healthcare during the mission [reproductive health refers to gynaecology, obstetrics, sexually transmitted diseases, infertility, erectile dysfunction, etc.]'; that is, did you have the opportunity to use this care if needed? In the MOWIP methodology, the 'threshold' for classifying this as an opportunity is 90%, as the methodology considers that all deployed personnel should have the opportunity to receive this care if needed.

### **Women have less access to contraception and STI protection than men do when deployed**

In the survey, 54% of women and 78% of men reported having access to contraception or STI protection during their deployment. Fewer Police respondents reported having access to contraception or STI protection than did Gendarmerie respondents.

The difference in access to contraception and STI protection between deployed men and women may indicate that women are consulted less about their needs during deployment or that their needs are less systematically addressed than those of their colleagues.

### **Women do not receive sanitary products for menstrual management**

Only 9% of deployed women reported receiving sanitary napkins during their deployment.

This can be a challenge for deployed women, as it requires them to take time out and potentially put themselves at risk (for example, by leaving the base) to procure the needed products. However, the participants of the validation workshop qualified this statement by noting that deployed women can meet this need by taking the required sanitary products in their luggage when they leave, and that they receive a bonus for obtaining 'dignity kits' for the management of menstruation on operation.

### **Not all personnel remember receiving all types of equipment**

Of those surveyed who had been deployed, 80% reported receiving ammunition while deployed on a UN peace operation, 88% received an armband, 93% a bulletproof vest, 100% a beret, 95% a cap, 91% a headscarf, 94% a helmet, 62% a radio, 76% a UN handbook, 91% a UN scarf, 86% a weapon, 97% a uniform, and 93% a raincoat. Of particular note is the fact that fewer women than men reported receiving a weapon (81% of women and 88% of men).

Of the respondents who reported being deployed with an FPU, 76% received ammunition, 89% an armband, 97% a beret, 84% a bulletproof vest, 89% a cap, 82% a scarf, 92% a helmet, 55% a radio, 66% a UN manual, 76% a UN scarf, 79% a weapon, 97% a uniform, and 95% a raincoat.

Of the respondents who deployed through a selection from their supervisors, 80% reported receiving ammunition, 88% an armband, 100% a beret, 93% a bulletproof vest, 95% a cap, 92% a scarf, 94% a helmet, 64% a radio, 78% a UN manual, 93% a UN scarf, 86% a weapon, 97% a uniform, and 94% a raincoat.

Participants in the validation workshop emphasized that the distribution of equipment to FPUs is governed by UN standards, with detailed and precise regulations. The equipment distributed may differ according to rank: all members of an FPU receive an assault rifle, and group leaders also receive a pistol. The difference in responses between men and women on this point may be due to the role (operational or support) occupied during the operation, and suggests the need for further investigation.

### **The impact of cross-cutting issue areas (issue areas 9 and 10) on peace operations infrastructure**

Women in uniform are able to participate in peace operations to the extent that they conform to norms that are currently modelled on the needs of men. Women do not systematically and meaningfully participate in decision-making processes regarding the selection and acquisition of equipment or the design of infrastructure and services. In addition, deployed women have to adapt, compensate, and invest their own time and resources to ensure that their gendered needs are met on operation, which is not the case for their male colleagues. This may indicate that institutions are open to women adapting to masculine norms, but have not yet developed the reflex to ask women what they need or to conduct gender needs assessments (issue area 10).

In addition, the survey indicates that women are less likely to report being issued a weapon on deployment than men are (issue area 9). It would be useful to undertake a systematic analysis or personnel consultations to understand why this is the case, and whether it is related to gender roles in operations, to explore conditions that would favour women's participation in tactical or operational assignments.

## RECOMMENDATIONS FOR ISSUE AREA 5

### (Peace operations infrastructure)

#### Policies

- Member states should encourage the UN to implement a real gender policy in terms of taking into account the specific gendered needs of women, based on surveys of deployed women themselves.

#### Training and professional development

- Set up national peacekeeping training centres for the Police and Gendarmerie:
  - in the pre-test training phase, for the operational readiness of the contingents before deployment and joint training
  - in the post-deployment phase, for feedback and sharing of experience and modules
  - if necessary, unite the two centres.
- Promote the deployment of Francophones in Francophone operations.
- Strengthen the English language skills of Francophones to increase their chances of deployment.

#### Practices

- Encourage the hierarchy of the Police and Gendarmerie to include the heads of gender divisions and/or gender focal points in visits to peace operations.
- Heads of gender divisions/gender focal points should conduct an assessment of the living and working conditions in peace operations upon return of a deployed unit, in order to develop recommendations, targeting both authorities and personnel.
- Offer psycho-social support to the deployed (before, during, and after deployment).
- Deploy physicians who have a psychology or psychiatry specialization.
- Integrate women's reproductive health and family planning needs into peace operations.

#### Organizational culture

- Institutions need to make gender-responsiveness a part of their organizational culture.

# ISSUE AREA 6: Peace operations experiences

LOW PRIORITY

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*Issue area 6 – Peace operations experiences – assesses the impact of experiences (positive and negative) during deployment, including experiences of meaningful participation, on women's decisions to redeploy or not, and on whether they encourage or discourage other women to deploy.*

## Summary of results

### MAIN OPPORTUNITIES

- Deployed persons are satisfied with their experience and contributions made during their deployment. (p.68)
- Most respondents do not experience any harassment, violation of personal integrity, or disrespect. (p.68-69)
- Most respondents do not experience problems upon return from deployment. (p.69)

### MAIN BARRIERS

- The survey indicates that deployed women have little involvement in networking or mentoring activities during deployment. (p.70)
- Upon their return, deployed persons and their families receive little psycho-social support from their institutions. (p.71)

### CROSS-CUTTING ISSUE AREAS

- Women feel integrated in the peace operations and largely report positive experiences. (p.68)
- The specific needs of women in terms of preparation for deployment and reintegration when they return from operations could be given greater consideration. (p.70-71)

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Although both men and women report positive experiences on deployment, women generally feel less prepared and experience more problems upon return. (p.70-71)
- Although there is a general lack of support from the Police or Gendarmerie for returning personnel, women tend to suffer more than men. (p.71)
- Fewer women than men say they have moved up in rank upon return. (p.69)

## Detailed results

### Box 6.1: Personal integrity violations in the work environment

The MOWIP methodology explores three types of personal integrity violations in security institutions:

- **Discrimination**, which is words and actions that are intended to demean or disadvantage a person because of his or her social affiliation (gender identity, sexual orientation, ethnic origin, age, disability, and so on).
- ‘**Harassment**’ is “any unwelcome conduct that might reasonably be expected or be perceived to cause offence or humiliation to another person, when such conduct interferes with work or creates an intimidating, hostile or offensive work environment”. It “may take the form of words, gestures or actions which tend to annoy, alarm, abuse, demean, intimidate, belittle, humiliate or embarrass another”. Harassment usually involves a series of incidents<sup>34</sup> and can also be referred to as ‘**mobbing**’: ‘negative and destructive actions by one or more persons, directed directly or indirectly against a third person, which are repeated systematically, frequently, over a prolonged period of time, and which are intended to harm and discredit a person, to isolate or exclude him or her, and to progressively remove him or her from the job’.<sup>35</sup>
- **Sexual harassment** is a form of harassment. It means any unwelcome conduct of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment”. While sexual harassment is generally a pattern of behaviour, it may be the result of an isolated act.<sup>36</sup> It is also a form of gender-based discrimination, as it undermines the position of women (and some men) who experience it in the work environment.

The questions asked in the survey are designed to assess the existence of 1) acts of personal integrity violations against personnel (for example, repeated mockery of an individual), and 2) a work environment that is hostile and allows for the perpetuation of such acts (for example, an individual repeatedly witnessing actions that make him or her uncomfortable). Both of these elements are important because the prevention of harassment and discrimination must be executed at both the individual *and* institutional levels. Indeed, studies indicate that levels of sexual harassment increase not because a particular workplace has more perpetrators, but because the work environment is such that perpetrators know they will get away with it.

The questions asked of the respondents do not refer specifically to acts of sexual harassment for ethical reasons: to avoid broaching potentially sensitive subjects or re-traumatizing people who have been victims. Nevertheless, the answers to these questions make it possible to assess whether the work environment is respectful and positive, or whether it is a work environment in which attacks on personal integrity, including sexual harassment, are permissible.

<sup>34</sup> Secretary-General's bulletin ST/SGB/2019/8 of 10 September 2019, 'Addressing discrimination, harassment, including sexual harassment, and abuse of authority', pp.1-2, [digitallibrary.un.org/record/3827518](https://digitallibrary.un.org/record/3827518) (accessed 03 November 2021).

<sup>35</sup> EPFL, 'Harcèlement psychologique ou mobbing, définition', [www.epfl.ch/about/respect/fr/de-quoi-parle-t-on/harcelement-psychologique-ou-mobbing/](https://www.epfl.ch/about/respect/fr/de-quoi-parle-t-on/harcelement-psychologique-ou-mobbing/) (accessed 27 April 2021).

<sup>36</sup> Secretary-General's bulletin ST/SGB/2019/8 of 10 September 2019, 'Addressing discrimination, harassment, including sexual harassment, and abuse of authority', p.2, [digitallibrary.un.org/record/3827518](https://digitallibrary.un.org/record/3827518) (accessed 03 November 2021).

## OPPORTUNITIES

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

Of the respondents who had been deployed, 97% agreed or strongly agreed that they had helped to improve peace and security in the host country of the peace operation and 99.6% agreed or strongly agreed that they had helped to fulfil the mandate of the peace operation.

According to the survey, 91% of respondents said that their role in the UN peace operation was in line with their skills.

Participants in the validation workshop attributed these good experiences to the high level of training and experience of the Senegalese personnel deployed, the importance of merit for promotion in the country, as well as the collegial institutional culture of the Police and Gendarmerie which contributes to the cohesion of the units deployed. These elements allow the excellence and the good reputation of Senegal's contributions.

### Most personnel have access to a vehicle while deployed

In the survey, 59% of the men and women who were deployed reported having access to a vehicle whenever they wanted during the UN peace operation.

### The majority of personnel did not experience or witness any personal integrity violations during deployment

Of the survey respondents who were deployed, 2% received or witnessed others receiving unwanted text messages during deployment, 3% were criticized or witnessed criticism for not fulfilling their family obligations, 1% experienced or witnessed insults, and 1% witnessed their own or others' personal photos being posted on the internet without consent. A total of 92%, however, said they had not experienced or witnessed such incidents.

### Most deployed personnel have not witnessed mockery of personal characteristics

Of those respondents who had ever been deployed, 90% reported that they had never witnessed a colleague being teased or made fun of during a deployment. Those who reported witnessing taunting during a deployment indicated that it was directed at women (2%), men (fewer than 1%), ethnicity (1%), age (1%), physical appearance (2%), socio-economic class (less than 1%), and sexual orientation (1%).

### The majority of personnel did not experience discrimination during deployment

The majority of personnel, 84% of respondents who had ever been deployed, believed that everyone was treated with respect on UN peace operations.

Those who had observed a lack of respect on peace operations felt that the following groups were treated with less respect:

#### Box 6.2: Which groups are treated with less respect on UN peace operations?

Supervisors	0.5%	Women	2%
Mission leadership	0.5%	People from ethnic/racial minorities	1%
International civilians in the mission	1%	Men	1%
Local national personnel	1%	People from developed countries (European or North American countries)	1%
Local civilians	1%	People from developing countries (Asian, South American, or African countries)	4%
Young/junior personnel	4%	People from the ethnic majority	0%
Elderly/senior personnel	0%	People with disabilities	1%

Respondents reported few instances of favouritism: only 12% of survey respondents had ever seen a colleague favoured because of friendship, 5% because of geographic origin, 5% because of common interests outside of work, 4% because of ethnicity, 2% because of religion, 3% because of gender, and 8% because of family relationships. Women were less likely to have witnessed ethnic favouritism, with 83% reporting that they had never witnessed it.

Of those who witnessed favouritism, 13% (17% of men and 4% of women) said it occurred during a UN peace operation.

The survey also revealed that only 6% of respondents had ever been criticized for being overly emotional, 2% for being aggressive, 2% for their level of knowledge on a certain subject, 2% for the way they speak and less than 1% for the way they dress. In contrast, 87% said they had never been criticized for any of these reasons. Of those who had been criticized for these reasons, 7% said it had happened during a UN peace operation.

### Most men and women do not experience problems upon return from deployment

According to the survey, 77% of respondents reported that they had not experienced any problems upon return from deployment, or that they did not anticipate any problems upon return (for those who had never been deployed). Of those reporting problems (encountered or anticipated) upon return from deployment, various types were cited. See Box 6.3 for details.

#### **Box 6.3: What problems do you/did you encounter ON RETURN from a UN peace operation? If you have never been deployed, what problems could arise upon return?**

Problems in my personal relationships	2%	Wasted time by deploying on an operation	1%
Problems with my spouse	3%	I came to dislike my colleagues back home	<1%
Problems with family members	3%	Mental health problems	1%
Problems with my children	1%	Physical health problems	2%
Problems with friends	1%	Boredom	2%
Financial problems	2%	Social stigma	1%
Infidelity	2%	Missed opportunities for career advancement	6%
Divorce/Separation	3%	Rumours were spread about me	2%
Demotion	0%	Problems with redeployment	1%

In addition, 2% of respondents who had never been deployed thought that financial problems would arise upon return, but more respondents who had been deployed said that they were currently facing financial problems (2.3%).

Of the respondents who had never been deployed, 4% thought there was a risk of infidelity during deployment, but, in fact, fewer than 1% of those who had been deployed said they had experienced it.

### Most personnel received deployment benefits

Notable benefits upon return are varied, with 59% of respondents who were deployed reporting additional pay as a result of their deployment, 86% gaining new skills, 45% making new friends and developing new social networks, 14% benefiting from career value, and 3% moving up in rank. Fewer women said they had moved up in rank (1% of women and 5% of men).

### Positive deployment stories inspire people to deploy

Of those who had already applied for deployment, 13% said that knowing a colleague's experience was positive while on operation was one of the reasons they applied.

Also noteworthy is the informal role of female pioneers who have had a positive deployment experience and who share that with younger women by training and advising them, and encouraging them to join peace operations.

This suggests that more information and stories about positive experiences of uniformed personnel during deployment may be an incentive for those who have not yet deployed, including women.

## BARRIERS

### Most personnel feel prepared for UN peace operations, but women feel less prepared

According to the survey, 97% of men felt very prepared or prepared for a UN peace operation, compared with 91% of women.

### Most women do not participate in networking or mentoring programmes during their deployment

Only 23% of deployed women participated in a women's networking/mentoring group while deployed on a UN peace operation.

Participants in the validation workshop highlighted the existence of informal mentoring and support within FPUs during deployment, usually provided by the most senior woman in the unit to her female colleagues, or through women's networks that exist in the various operations, for example via the use of WhatsApp groups.

However, women's networks in operations are limited to headquarters and do not extend to the provinces because of distance, which may limit their reach. Recommendations have been made in this regard.

### Not all personnel participate in social activities while deployed

Of the men and women surveyed who had been deployed, 21% never had social interaction with their peace operation colleagues during their deployment, 24% had social contact every day, 27% once a week, 9% once every two or three weeks, 8% once a month, 6% once every few months, and 5% once during their deployment.

### A majority of respondents face at least one problem while deployed on a UN peace operation

A total of 75% of male and female respondents reported having experienced at least one problem while deployed on a UN peace operation. On average, respondents experienced about 1.5 problems, and Police respondents were more likely to have problems while deployed.

The main problem encountered during deployment was homesickness (64% of both men and women surveyed), followed by feeling unsafe due to violence in the host country (23%), problems with food (17%), and problems with housing or hygiene (15%).

The question of whether sexual harassment exists on UN peace operations was not asked in the survey, but one participant in the validation workshop mentioned that it is a common problem encountered by deployed women. Therefore, this may be an area for further study.

#### Box 6.4: What problems have you encountered during a UN peace operation?

	Total	Women	Men
Driving accident	1%	2%	1%
Health	6%	6%	6%
Discomfort in the job as a UN peacekeeper	2%	2%	2%
Problems with the local population	6%	3%	7%
Payment	4%	3%	4%
Homesickness	64%	60%	65%
Housing or hygiene	15%	12%	16%
Problems with peacekeepers from other countries	1%	0%	2%
Insecurity due to violence in the country	23%	13%	28%
Victim of crime	0%	0%	0%
Relationship issues with someone back home	2%	6%	1%
Relationship issues with someone else on the operation	5%	7%	5%
Food	17%	18%	17%
Other	3%	0%	5%
None	25%	28%	24%

### Women are more likely than men to face problems when they return home

While relatively few respondents overall experienced problems upon return from deployment, women were more likely to experience boredom (4% of women and 1% of men), missed opportunities during deployment (8% of women and 3% of men), and problems obtaining a new deployment (2% of women and fewer than 1% of men). While 80% of men reported that they did not anticipate any problems upon return, only 73% of women reported not anticipating any problems.

### There are some limitations to mobility during deployment

According to the survey, 82% of deployed personnel could not leave the base when they wanted to and 8% said it was operation dependent. A total of 77% said they needed an escort to leave the base at all times and 11% said it was operation dependent.

### Upon return to Senegal, deployed personnel receive little psycho-social support for transition and reintegration

There are no formal reintegration programmes for those who have been deployed: 36% of those deployed said that no one helped them reintegrate after deployment (fewer Police respondents said this than Gendarmerie respondents), 10% received help from the UN, 23% said they received help from a formal programme in the Police or Gendarmerie, 3% from a supervisor, 3% from friends, 15% from family, 3% from co-workers and 1% from mentors.

Women were less likely to receive assistance from the Police or Gendarmerie than men were: 15% of women received assistance from the Police or Gendarmerie compared with 27% of men. This may indicate that the needs of women returning from deployment are less taken into account by their institutions than those of men.

Police respondents are more likely to have received assistance from the UN and their colleagues than are Gendarmerie respondents.

### Personnel have heard stories of negative experiences in peace operations

The survey shows that 41% of respondents had heard stories of men having negative experiences on a UN peace operation and 24% of women having negative experiences. In addition, 31% of women had heard stories about women having negative experiences on a UN peace operation, while 19% of men had heard about women having a negative experience.

Of those who heard stories of men or women having a negative experience, 9% said that these stories had an impact on their decision to deploy. Women were less likely than men to be influenced by stories of women with negative experiences. Police respondents were more likely to hear about and be affected by stories of men having had a negative experience during a UN peace operation.

### The effects of cross-cutting issue areas (issue areas 9 and 10) on peace operations experiences

The work environment during UN operations appears to be conducive to the integration of deployed women, with the result that their experiences of deployment are often positive (issue area 10). However, because women's deployment is less commonly accepted than that of men, women who deploy may face particular challenges both before and after being deployed. The survey reveals that these particular challenges are not sufficiently addressed by security institutions: there appears to be a gap in terms of preparation for deployment as well as reintegration support upon return from deployment (issue area 9).

## RECOMMENDATIONS FOR ISSUE AREA 6 (Peace operations experiences)

### Practices

- Leaders of the Police and Gendarmerie components of peace operations should expand networks for women on operation in the different regions of the host country, for example by establishing regional branches.



# ISSUE AREA 7: Career Value

LOW PRIORITY

*Issue area 7 – Career value – assesses whether peace operations help the careers of those deployed. This, in turn, affects the likelihood of deployment and redeployment for men and women. Women who have been deployed may choose not to redeploy if it is not beneficial to their career prospects.*

## Summary of results

### MAIN OPPORTUNITIES

- Deployed personnel are recognized by their superiors and within the Police and Gendarmerie. (p.73)
- Most personnel feel that deployment has professional benefits and are not concerned about deployment affecting their careers negatively. (p.73)

### MAIN BARRIERS

- Most deployed personnel receive little recognition from the government, their communities, and the media. (p.74-75)

### CROSS-CUTTING ISSUE AREAS

- The efforts of deployed women to overcome barriers to deployment and the contributions they make to international peace and security receive little societal recognition. More visibility for deployed women in the media, in government communications, and in communities could be a positive way to change preconceived notions about the role of women in society.

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Although deployment is not a promotion criterion, fewer women than men believe that deployment will lead to promotion. (p.74)

## Detailed results

### OPPORTUNITIES

#### Stories and narratives about deployed personnel are included in internal communications, newsletters, and magazines as well as on the radio

The benefits of peace operations are highlighted by the Senegalese Police. On 4 April 2018, peace operations were the main theme of the festivities for the 58th anniversary of the country's independence.<sup>37</sup> Thus, the focus of the festivities was the contribution of the FDS to international peace and security. For the first time, a detachment of the Army, the Gendarmerie and the Police participated under the colours of the UN, the AU and ECOWAS.

#### The majority of personnel deployed receive recognition from the Police or Gendarmerie

Fifty-eight per cent of the men and women interviewed who had been deployed stated that they had received recognition for their participation in a peace operation from the Police or Gendarmerie. Only 19% of the respondents stated that they had not received any recognition.

In fact, when personnel return from their operation, they are congratulated by the Gendarmerie High Command through the commander of the *Légion hors rang*. In all operations, when they perform well, FPU are highly commended. Individually, their members receive certificates or attestations. This also applies to the IPOs when they excel in their field (protection of civilians, gender equality, and so on).

Participants in the validation workshop confirmed that personnel who distinguish themselves on operation, for example through exemplary behaviour or outstanding achievements, may receive a reward at operational level as well as a written token of appreciation from the institution's command.

#### Most personnel feel that deployment provides higher pay and new skills

According to the survey, 57% of respondents (whether or not they had been deployed before) said that they received or would receive additional income as a result of deployment; 86% said that the development of new skills was a benefit; 44% said that making new friends and developing new social networks was a benefit of deployment.

Participants in the validation workshop confirmed that the benefits of deployment are mainly the monetary reward, the development of social capital, the gaining of experience in an international context, and the learning of new skills. In particular, participants noted that deployment provides an ideal setting to prepare for promotion reviews that may take place upon their return home, which include the presence of senior officers who can assist in capacity building.

#### Fear of lower career advancement is not a reason to discourage personnel from deploying

For the majority of respondents, the issue of career advancement is not a handicap; less than 1% of respondents who did not apply for deployment to a UN peace operation stated that it was because it would not help their career.

In addition, participants of the validation workshop indicated that deployment was voluntary and based on availability. A person may be exempt from deployment if it would penalize them, for example if their promotion exam or review is scheduled within the deployment period.

<sup>37</sup> Franceinfo: Afrique, '4 avril 2018 : le Sénégal fête son indépendance' (4 April 2018), [www.francetvinfo.fr/monde/afrique/senegal/4-avril-2018-le-senegal-fete-son-independance\\_3054877.html](http://www.francetvinfo.fr/monde/afrique/senegal/4-avril-2018-le-senegal-fete-son-independance_3054877.html) (accessed 27 April 2021).

## BARRIERS

### Peace operations are not systematically considered as part of the national security strategy

Not all key decision-makers interviewed agreed that peace operations are a priority of national security strategy. Indeed, Law 70-23 of 6 June 1970 on the organization of national defence<sup>38</sup> obliges the state to provide for international agreements, including peace operations. It also obliges Senegal to respect international commitments, including the commitment to peace operations, but it does not specify whether peace operations should be a national priority. Some key decision-makers believe they are a priority area, while others do not.

### Deployments do not systematically advance careers

According to the FFF and the validation workshop participants, deployments do not allow police officers and gendarmes to move up the ranks.

Of the survey respondents, 32% of both men and women felt that deployment advanced their career a great deal and 6% felt that deployment advanced their career somewhat. Forty-five per cent said that deployment did not advance their career at all.

A total of 18% of respondents stated that one of the benefits of peace operation deployment was career advancement.

Furthermore, personnel are aware that participation in peace operations is not a criterion for promotion in the Police and Gendarmerie: only 3% of survey respondents believed that promotion was a benefit.

Nevertheless, it is important to note that fewer women than men thought they would rise in rank as a result of peace operation deployments.

The members of the working group confirmed that deployment is not a criterion for promotion for reasons of fairness to security personnel with significant responsibilities at the national level.

### The country does not hold commemorations for peace operations or for those who have been deployed

Senegal does not hold a national peacekeeping day, but the International Day is well marked at the national level, for example at the Armed Forces Museum.

Senegal does not have monuments or statues dedicated to peacekeeping, as is the case in Ghana and Canada.

Medals are not awarded for deployment by the Senegalese authorities. It is only through the UN operation itself that medals are awarded during UN deployments.

Participants of the validation workshop emphasized the importance of giving greater recognition to deployed personnel for their contributions to international peacekeeping, for example through ceremonies or the awarding of official medals.

### Most of the people deployed are not recognized by the government, the community, or the media

According to the survey, 6% of those who had been deployed received recognition from the government, 1% from a community organization, and 6% from their neighbours or community. Police respondents were more likely to receive recognition from their neighbours and community.

With regard to media visibility, no one said that they had received any recognition from the media. The journey or success of the deployed is not always reported in the media.

According to the participants of the validation workshop, both the Police and the Gendarmerie have made significant efforts in recent years to improve their relationship with communities, which has increased the perception of their professionalism at the national level. Increased communication about Senegal's role in peace operations is part of this effort: for example, the annual organization of the United Nations Policewoman Award (of which Commander Seynabou Diouf was the winner in 2019) is widely reported in the Senegalese

<sup>38</sup> Art. 1: 'The purpose of National Defence is to ensure at all times, in all circumstances and against all forms of aggression, the security and integrity of the territory, as well as the life of the population. It shall also provide for the respect of international alliances, treaties and agreements.' Law 70-023 on the General Organization of National Defence (23 July 1970), p. 1, [www.dri.gouv.sn/sites/default/files/LOI/1970/Commission-loi-decentralisation-et-travail/LOI-N-1970-23-DU-23-JUILLET-1970.pdf](http://www.dri.gouv.sn/sites/default/files/LOI/1970/Commission-loi-decentralisation-et-travail/LOI-N-1970-23-DU-23-JUILLET-1970.pdf) (accessed 27 April 2021).

media and helps to strengthen the image of the corps whose personnel are thus highlighted. Thus, the President of the Republic of Senegal sent written congratulations to Commander Diouf. This media success could serve as a model for future communication efforts around the role of deployed personnel, and in particular to further enhance the role and achievements of women in uniform deployed within Senegalese society.

#### **Box 7.1: Female role models and pioneers - portrait of Commander Seynabou Diouf**

Commander Seynabou Diouf was the first woman to join the Senegalese National Police in 1985, to train as a peacekeeper. She graduated at the top of her class. In 2005, she deployed for the first time to the African Union Mission in Sudan for a period of 15 months. In 2010, she passed the UN test to be deployed as an IPO with UNAMID in Darfur until 2013. She was then deployed to MINUSMA in Mali, and since 2017 has been deployed in the Democratic Republic of the Congo in MONUSCO.

Throughout her deployments, Seynabou Diouf has been committed to gender equality. In Darfur, with two colleagues, she set up the Women's Forum to work with local women. In MINUSMA, she set up a women's network and is committed to the prevention of GBV. In the Democratic Republic of the Congo, she led a working group on gender issues and is also responsible for the MONUSCO Women's Police Network. She was named UN Policewoman of the Year for her role in the fight against SEA.<sup>39</sup>

#### **Deployed personnel can be recalled in the event of a national emergency**

According to the FFF, as in other countries, national security is the priority, so, whenever necessary, deployed personnel can be recalled to meet national needs. This has happened once in Senegal's history, as the country was torn between several operations (Darfur, Congo, Côte d'Ivoire and Liberia) and a balance had to be found between continuity of public service and participation in external operations.

#### **Effects of cross-cutting issue areas (issue areas 9 and 10) on career value**

Both women and men are recognized by their institutions for their contributions to peace operations. However, even though peace operations give deployed personnel the opportunity to prove their skills in often difficult environments, this brings little recognition from Senegalese society upon return from deployment. The efforts made by deployed women in particular to overcome the barriers to deployment are little known or recognized by society. More recognition or visibility for deployed women in the media, in government communications, or within communities could be a positive way to change preconceived notions about the role of women in society (issue area 9).

Enhancing the visibility and value of women's deployment and the skills they acquire while deployed could also promote the perception of women as equally competent members of security institutions (issue area 10).

<sup>39</sup> Intelligences, 'Qui est Seynabou Diouf, Lauréate du Prix 2019 de la Policière de l'ONU ?' (6 November 2019), [intelligences.info/article-11978-qui-est-seynabou-diouf-lauréate-du-prix-2019-de-la-police-de-l-onu.html](http://intelligences.info/article-11978-qui-est-seynabou-diouf-lauréate-du-prix-2019-de-la-police-de-l-onu.html) (accessed 27 April 2021).

## **RECOMMENDATIONS FOR ISSUE AREA 7**

### **(Career value)**

#### **Policies**

- Improve the gender support policy in peace operations through appropriate and sustainable communication.

#### **Training and professional development**

- Integrate communication training for deployed women, for example, in crisis communication, public speaking and language skills.

#### **Practices**

- Organize FPU homecoming ceremonies (including a medal or written commendation) to recognize and value the commitment of those deployed.

#### **Organizational culture**

- Police and Gendarmerie public relations offices, in conjunction with gender focal points/divisions, should share more information internally, with the public and with the media on the contribution of Senegalese men and women in uniform to international peacekeeping in order to enhance their role, in particular the role of deployed women, and to contribute to their image at the national level.



# ISSUE AREA 8: Top-down leadership

MEDIUM PRIORITY

*Issue area 8 – Top-down leadership – explores the impact of the political will (or lack thereof) of those in positions of influence on women's deployment and meaningful participation in peace operations.*

## Summary of results

### MAIN OPPORTUNITIES

- Police and Gendarmerie leaders are publicly committed to gender equality. Their role as role models for personnel is essential to bring about transformative change within these institutions. (p.78)
- There are institutionalized mechanisms for the promotion of equality in security and defence institutions (gender focal points, gender divisions, gender strategies). (p.78-79)
- There are known and active female pioneers within the Police and Gendarmerie who support the more recently recruited women. (p.79-80)

### MAIN BARRIERS

- Although many efforts are already in place, the institutionalization of gender mainstreaming is still insufficient, particularly due to a lack of training. (p.80-81)
- Personnel are sometimes reluctant to approach leaders for personal or career advancement issues, or to report inappropriate behaviour by colleagues. (p.81)

### CROSS-CUTTING ISSUE AREAS

- The fact that women are more likely than men to be aware of gender equality tools and mechanisms indicates that this is still seen as a women's issue. (p.80-81)
- Leadership's commitment to gender equality represents an opportunity to continue to build an inclusive institutional culture and to integrate women into roles and functions where they are currently under-represented. To sustain progress, leadership may wish to explore measures to encourage men in the institution to commit to gender equality, to participate in capacity building of personnel on gender issues, to support gender divisions and focal points in their work, to support personnel in dealing with problems in the work environment, or to involve women systematically in the reform of institutional policies or practices.

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- More women than men are aware of the mechanisms and tools for gender equality that exist in the Police and Gendarmerie. (p.80-81)

## Detailed results

### OPPORTUNITIES

#### Deployed personnel are sensitized to sexual exploitation and abuse

In Senegal, awareness-raising is implemented by gender focal points/gender divisions in the Police and Gendarmerie, as well as through training by civil society organizations such as Femmes Africa Solidarité (FAS), and in pre-deployment training. The legal framework is also known and is a deterrent.

Once on operation, individuals are designated as focal points for SEA, and they undergo training in this area with the UN. They then share what they have learned with the whole contingent in the form of training, posters, and awareness meetings. As examples, they inform the contingent that if a case is registered, the perpetrator is repatriated and registered on the UN database, and if a local woman becomes pregnant by a police officer, he will be obliged to take care of the child, not forgetting that once in the country, sanctions are imposed on a perpetrator of SEA, who will be red-listed and no longer called to duty, may be imprisoned, and whose salary may be reduced in order to compensate the victim of SEA. A sum of money is paid to the child until they come of age.

#### Senior leaders have publicly stated the importance of gender mainstreaming in peace operations

Managers have a key role to play in promoting equal opportunities for men and women, both in setting the rules and in setting an example for personnel.

The Gendarmerie leadership is aware of the importance of gender mainstreaming in the activities of the institution. For this reason, gender focal points, since 2019, have been ensuring that the gender perspective has been taken into account in their actions. The head of the Gender Division of the National Gendarmerie stated in an interview that 'the participation of women in peace operations could be improved, firstly, by "increasing the recruitment of women for a greater presence at the internal and international level" and, secondly, by "improving the conditions and living environment" of women in existing operations'.

In addition, during the interviews, senior army officials also mentioned the willingness of the hierarchy to further institutionalize gender within the Gendarmerie and to promote the appointment of female personnel for deployments.

During the interviews, the highest authorities of the Police also indicated the full willingness of the hierarchy to advance gender equality within the force. The General Directorate of Police is currently working on the creation of a gender division. A participant in the validation workshop underlined the commitment of Divisional Police Commissioner Seydou Bocar Yague, Director General of the National Police since April 2021, as an important ally for gender equality within the institution.

In addition, the Minister of the Armed Forces, the High Commander of the National Gendarmerie, and the Director of Military Justice have all stated the importance of gender mainstreaming. In interviews with the High Commander of the National Gendarmerie and several generals, gender mainstreaming was acknowledged as a reality in Senegal. They stated that women play a very important role in peace operations and within the country.

#### There are gender focal points within the Gendarmerie and the Police

All ministries, as well as the Gendarmerie and the Police, include gender focal points. Their role is to ensure the implementation of gender policies at sectoral level. These focal points participate in all seminars and training on gender issues.

Until 2020, the gender focal point within the police was Commissioner Sanou Diouf. Commissioner Bintou Guissé succeeded her, having been appointed by an official letter from the Director General of the Police, unlike her predecessor.

The head of the gender division within the Gendarmerie is Captain Mame Rokhaya Lô.

## A gender division exists within the Gendarmerie and one is in the process of being created within the Police

There has been a gender division in the Gendarmerie since 2018 as well as in the ministries of the Armed Forces and the Interior. In addition, there are plans to create a gender division within the General Staff of the Armed Forces (EMGA) and within the Police respectively. Gender offices will be decentralized by the Armed Forces General Staff, the Territorial Gendarmerie and Mobile Gendarmerie commands, affecting departments and services as well as zones, *légions*, corps, and troops. In addition, a participant of the validation workshop highlighted a good practice of the gender division, namely the designation of a female personnel member in each newly deployed contingent to act as an interface at the operational level and to relay the experiences of deployed women.

Within the Police, Commissioner Guissé, the gender focal point, is currently working with the Police Directorate to set up a gender division that will include representatives (men and women) from different departments and will work in partnership with APPS. The establishment of a gender unit is one of the priorities of the Director General of the Police.

## A National Action Plan 1325 exists as well as an Armed Forces gender strategy, which applies to the Gendarmerie

Senegal's first National Action Plan (NAP) for the implementation of Resolution 1325 dates from 2011. It takes into account the gender dimension in conflict prevention and resolution as well as in peacekeeping. It strives for a better involvement of women in peace operations, but also in negotiations and conflict resolution. The NAP stipulates that women should be involved at all levels of negotiation, management, and conflict resolution. However, references to peacekeeping are minimal: reference is made to women's participation in UN peace operations at senior levels.<sup>40</sup> A new NAP 1325 was developed in 2020 and submitted in November to the Ministry of Women, Family, Gender and Child Protection for approval. It includes general provisions for gender mainstreaming in peace operations.

In addition, the sectoral strategies on gender in the Defence and Security Forces (FDS) must be aligned with the National Strategy on Gender Equality and Equity (SNEEG). Thus, a gender focal point or division chief exists in each military corps and in the Gendarmerie.

For the Police, Objective 5 of its Strategic Development Plan (2019-2023) is to strengthen the gender policy within the institution. The Police have not yet developed a gender strategy but this is part of the activities planned under the project funded by the Elsie Initiative.

## Female pioneers help other women

The first women to join the Gendarmerie were Penda Top, Ndeye Diop, Adama Diouf, Maréme Débo Mbodj, Astou Ndiaye, Christelle Pauline Kantoussan, Mariétou Diop, and Mame Rokhaya Lô. These women are well known and they often guide and support the younger ones. They have participated in several capacity-building training sessions with NGOs and international institutions (UNDP, CHEDS, embassies). They are visible within the media and are more and more involved in how to better consider gender in the defence forces. In addition, they organise panels and mentoring, set up WhatsApp groups, and organise training to prepare for the SAAT test.

Within the Police, pioneer women include: Coumba Thiam, Seynabou Diouf, Aby Diallo, and Codou Camara. They are well known, as per the example of Commander Seynabou Diouf of the Senegalese National Police, who in 2019 was chosen as the United Nations Woman Police Officer of the Year.

Currently, under the Pioneer Police Women's Association, retired female police officers advocate, train, and mentor young female officers, and help them integrate into the Police force and prepare for deployment. This association has been around for a long time, but it was only in 2020 that it received its accreditation. However, due to the COVID-19 pandemic, it could not officially conduct field activities that year. These pioneers are taking action to defend the rights of women in the Police force. One of them, Haby Diallo, currently heads the Association of Senegalese Women Jurists. She actively contributed to the success of the

40 Goal 6: Increased representation and effective participation of women in United Nations and other international peace and security operations.

- Indicator 9: Number and percentage of women in senior positions in United Nations operations in conflict-affected countries.
- Indicator 10: Level of gender expertise among senior United Nations personnel in conflict-affected countries.

Ministry of Gender and Relations with African and Foreign Women's Associations, Plan d'Action National de mise en oeuvre au Sénégal de la Résolution 1325 (2000) du Conseil de Sécurité des Nations Unies (May 2011), [www.peacewomen.org/assets/file/NationalActionPlans/senegal\\_nationalactionplan\\_may2011.pdf](http://www.peacewomen.org/assets/file/NationalActionPlans/senegal_nationalactionplan_may2011.pdf) (accessed 27 April 2021).

Regional Conference of Women in Law Enforcement entitled 'Paving the Way for Women' on 3 September 2019. Finally, the pioneers also support the research of the Elsie Initiative and participated in the collection of information and the pilot survey in the implementation of the MOWIP methodology.

The survey indicates that 93% of respondents believed that these women pioneers have helped promote the careers of other women in peace operations.

### Most men and women have mentors who can guide them in their careers

According to the survey, 77% of the men and women surveyed already have mentors who can guide them in their careers. Eighty-six per cent had male mentors and 25% had female mentors. Women were more likely to be mentored by females (33% of women and 17% of men). Of the mentors, 59% were of a higher rank, 13% of the same rank, and 3% of a lower rank. In addition, 38% of the mentors came from inside the Police or Gendarmerie and 13% outside, and 7% of the mentors had previously been deployed on a UN peace operation.

### Personnel have attended gender training courses

The concepts are disseminated because, on average, survey respondents reported having taken two or three courses on gender.

### The majority of personnel are aware of the gender equality mechanisms within the Police or Gendarmerie

It is noted that 64% of women and 41% of men surveyed were aware of the existence of gender advisers or a gender division within the Police or Gendarmerie. Police respondents were less likely to have heard of these mechanisms.

### Most men and women are willing to talk to their managers about improving their job performance

According to the survey, 74% of respondents were very willing or willing to approach their supervisor to request more training to better perform their duties (with no significant difference between men and women). Police respondents were more likely to say this.

### Women are more likely than men to believe that senior officers listen to the experiences of junior personnel

According to the survey, 56% of men compared with only 38% of women agreed or strongly agreed that senior officers often refused to listen to the experiences of lower-ranking police officers or gendarmes. This indicates that women are more likely than men to feel that senior officers are accessible. Nonetheless, on average, these figures indicate some perception of inaccessibility on the part of senior officers.

## BARRIERS

### Senior police officers are not systematically trained or sensitized on gender equality

Senior police officers do not take courses on gender issues. In addition, there are no gender coaches<sup>41</sup> within the Police.

### Gender is not part of the basic training programme of the Gendarmerie or the Police

The gender perspective is not integrated into the basic training curriculum; gender-related matters are taught only as a mandatory part of pre-deployment training. As a result, only 38% of both male and female respondents had taken a gender course during their basic training. Police respondents were more likely to have taken a gender course during their training at the police academy.

<sup>41</sup> These are expert individuals, usually from civil society, who work one-on-one with senior personnel to support them in developing and implementing gender equality-related goals. See Olsson, Louise and Anna Björsson, 'Gender Training for Leaders: The Swedish Gender Coach Program' (Washington, DC: Georgetown Institute for Women, Peace and Security, April 2017).

## Most personnel are unaware of UN Security Council Resolution 1325

The survey found that 35% of men and women had heard of UNSCR 1325. Of those who had heard of it, 89% were able to describe it correctly.

## Most personnel have not seen the gender tools, but women are more likely to be aware of them

According to the survey, 33% of female and 27% of male respondents had seen or read gender tools or toolkits in the Police or Gendarmerie. Police respondents were more likely to have read or seen these gender tools.

## Supervisors do not inform personnel about gender equality training opportunities

Only 10% of respondents said that a senior officer had suggested they participate in gender training.

## Some deployed personnel did not receive gender training as part of pre-deployment training

Of the deployed personnel interviewed, 47% reported having received training on gender issues and/or SEA in Senegal prior to deployment with the Police/Gendarmerie, but that this was not part of the pre-deployment training. A further 37% had received it as part of pre-deployment training, and 13% had received it both as part of pre-deployment training and during other training with the Police/Gendarmerie. In contrast, 13% had never received gender training prior to deployment to a UN peace operation.

## There is little public discourse on SEA cases in Senegal

According to the UN, at least ten Senegalese police officers have been accused of SEA between 2015 and 2021,<sup>42</sup> but there has been no public discussion of this phenomenon at the national level. This is not to say that there have been no internal sanctions, but this is a missed opportunity for prevention. Such cases may be an opportunity for the authorities to express their firm opposition to this type of behaviour, in a public way (for example, in the media, as has been the case in other contexts)<sup>43</sup>, in order to avoid its recurrence in the future.

## Most personnel did not serve under a woman

Only 10% of respondents had an immediate supervisor who was a woman. Of those respondents who had served on a UN peace operation, only 21% had served under a senior female officer.

## Most personnel would not be willing to discuss the possibility of peace operation deployment options with a superior

The survey found that 41% of respondents said they would be unwilling and 10% said they would be very unwilling to discuss peace operation deployment options with their superiors. Women were more willing to discuss deployment options with their supervisors; 21% of women said they would be very willing and 30% said they would be willing to discuss peace operation deployment options, compared with 15% of men who would be very willing and 22% who would be willing. Police respondents were more likely to be willing.

## Most personnel would not be willing to discuss inappropriate behaviour by their peers with a supervisor

Of those surveyed, 52% would be unwilling and 15% would be very unwilling to approach a supervisor to discuss inappropriate behaviour by their peers. Police respondents were more likely to be willing to do so.

<sup>42</sup> Please note that because the present English version of the report was finalized and published after the French version, the number presented here has been updated and is accurate as of November 2021. See Conduct in UN Field Missions, 'Sexual Exploitation and Abuse', [conduct.unmissions.org/se-a-data-introduction](http://conduct.unmissions.org/se-a-data-introduction) (accessed 10 November 2021).

<sup>43</sup> See, for example, this 2013 video message from Lieutenant General David Morrison (Australian Defence Force) following allegations of prohibited behaviour by Army personnel: 'Chief of Army Lieutenant General David Morrison message about unacceptable behaviour' [video], YouTube (2020), [www.youtube.com/watch?v=CYZEVLJY7E](https://www.youtube.com/watch?v=CYZEVLJY7E) (accessed 12 January 2022).

### **The effects of the cross-cutting issue areas (issue areas 9 and 10) on top-down leadership**

Despite public statements in favour of gender equality and the gradual institutionalization of gender within the Police and Gendarmerie, senior managers could be more engaged in the institutional and operational implementation of equal opportunities for men and women. Gender roles, which remain traditional within security institutions, impact on the effectiveness of the change to which leadership is committed: while most leaders are still men, promoting women's meaningful participation in the institution as well as on peace operations is seen as the work of women themselves (issue area 9). Women are recognized for their support of the institution, but there is a need for leadership to involve them systematically in reforming institutional policies or practices.

## **RECOMMENDATIONS FOR ISSUE AREA 8 (Top-down Leadership)**

### **Policies**

- The policy framework provided by Senegal's 1325 Action Plan should be enriched by the results of the Elsie Project. CHEDS and the working group should work with those responsible for developing sectoral 1325 action plans in Senegal to integrate the findings and recommendations of the MOWIP assessment into activities aimed at increasing women's participation in peace operations and thus contribute to their success. This aims to take ownership of and build on the work of the Elsie project as its results are based on national realities and concerns.
- Harmonize sectoral policies and mechanisms aimed at equality between men and women and the fight against GBV, in order to promote greater coordination between actors in the security, gender, and justice sectors.

### **Training and professional development**

- Include men in the gender divisions of the Police and Gendarmerie, to promote awareness among male colleagues.
- Integrate gender issues in a systematic way in the training programmes of the Police and Gendarmerie schools (create dedicated modules and ensure the training of trainers on gender) for all ranks.
- Raise awareness and train senior managers on gender issues at the highest level.

### **Practices**

- Finalize the institutionalization of gender with the creation of a gender division within the Police.
- Encourage the dynamics of rapprochement between the gender focal points of the Police and the Gendarmerie, to enable them to better coordinate support initiatives for female personnel.
- Strengthen the relationship between the gender focal points/divisions of the Police, Gendarmerie, and Army.
- Decentralize the activities carried out in Dakar by the gender divisions to reach more women in the regions.
- Integrate representatives of the gender divisions into the decision-making process within the Police and Gendarmerie.
- Support the creation of a framework for exchange between the Women of the Police and its equivalent in the Gendarmerie (including with cells in the regions), to allow for a formal exchange and preparation framework for female personnel.
- Provide institutional support to the Association of Female Police Pioneers of Senegal and increase collaboration and consultation with its members.

# ISSUE AREA 9: Gender roles

HIGH PRIORITY

*Cross-cutting issue area 9 – Gender roles – examines whether the prevalence of gender stereotypes and discriminatory attitudes has an impact on the number of women deployed and their ability to participate meaningfully in peace operations. We assess this by looking at the extent to which women and men hold traditional roles and views about the roles that men and women play in society. We also assess whether there is a 'gendered norm of protection' within institutions. That is, we assess whether men and women believe that women in uniform should be protected from harm.*

## Summary of results

Addressing gender roles should be a high priority within the Senegalese context. Indeed, despite the institutional reforms undertaken in the area of gender equality, gender stereotypes in society exist at a level of belief and behaviour, and are therefore more difficult to identify and change. Gender biases and prejudices, which are often implicit, continue to exist in institutions even when authorities and personnel explicitly advocate for equality.

### MAIN OPPORTUNITIES

- Men and women interact with local populations at an equivalent frequency during deployment. (p.84)
- Women are not deterred from deploying because of the danger. (p.84)

### MAIN BARRIERS

- Misconceptions exist about the abilities of men and women. For example, some personnel do not believe that women are fit enough for combat. This may limit the assignment of women to operational or tactical units in Senegal, thereby limiting their deployment opportunities. (p.87)
- The 'gendered norm of protection', which stems from the culture of protection of women in Senegal, sometimes limits women's opportunities for deployment to FPUs as well as their access to operational or field roles in so-called hostile areas. (p.85-87)
- During deployment, women perform additional work that corresponds to traditional activities of women in Senegalese society, such as community work, mentoring, and cooking. (p.87)

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- Despite the laws in favour of equality and the commitment of Senegalese authorities to this end, the types of roles that women and men occupy in practice in the Police and Gendarmerie and in peace operations (in particular the distinction between operational and administrative or logistical support roles) generally reflects the gender roles present in society. (p.86)
- Men and women perform a variety of additional tasks on operation outside of their regular duties, but these differ according to gender. (p.87)
- Men and women are deployed on different operations, and women are deployed to a lesser extent in so-called hazardous operations. (p.85-86)

## Detailed results

### OPPORTUNITIES

#### Men and women adhere to the same rules in the Police and Gendarmerie

Women and men follow the same rules. There is more room for manoeuvre depending on the hierarchy, with senior officers having more freedom.

#### Men and women receive escorts regardless of gender

Escorts are operation dependent. For some operations, IPOs need to be escorted by FPUs. For example, some operations take place in areas where there are security threats, so they must be escorted.

According to the survey, men and women are equally likely to say that an escort is required in order to leave the base.

#### Anyone with a United Nations driver's licence can have access to a vehicle, and it is common for women to drive in Senegal

In order to drive, a UN driver's licence is required, and then both women and men can have access to a vehicle for work purposes.

#### There are laws against discrimination in Senegal and no cases of gender-based discrimination have been reported against the Police or the Gendarmerie

According to the FFF, 'Senegal has ratified most of the international conventions relating to gender equality, in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified in 1985. It adopted the Maputo Protocol on the Rights of Women in 2005 and acceded to the declaration issued by AU member countries in 2004. Senegal's 2001 constitution reinforced the principles of equality between men and women and the elimination of all forms of discrimination against women and since 2010, Article 7 states that "All human beings are equal before the law. Men and women have equal rights".'

#### Men and women are equally likely to interact with local populations during deployment

The survey indicates that 46% of the deployed men and women had contact with the local population every day, 15% once a week, 6% once every two or three weeks, 8% once a month, 6% once every few months, 2% once during deployment, and 17% no contact with the local population. Police respondents reported interacting with the local population more often than the Gendarmerie did.

#### Women are not deterred from deploying because of the danger

One interviewee said, 'Women are happy in peace operations and travel alone. Only major incidents would keep them away'. In addition, a question in the survey asked those who had never applied for deployment why they had not done so. None (male or female) indicated that 'the operations are too dangerous' was a reason for not applying.

#### Men and women participate in operational activities during deployment

Of those deployed, 62% reported participating in operational activities during their deployment. However, 50% of women participated in operational activities compared with 67% of men. Police respondents were more likely to say that they had participated in operational activities.

## BARRIERS

### The gendered protection norm<sup>44</sup>

#### Men and women report being deployed to different operations

According to the FFF, women are deployed in all UN operations: the joint United Nations-African Union Mission in Darfur (UNAMID); the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA); the United Nations Organization Mission in the Democratic Republic of the Congo (MONUSCO); the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA); and the United Nations Mission in South Sudan (UNMISS).

However, the survey shows that men and women are deployed to different operations in different proportions; for example, 20% of the men surveyed were deployed to Darfur, compared with 1% of the women. On the other hand, about 17% of the women were deployed to Haiti, compared with 10% of men.

In addition, 13% of male and female respondents had already been deployed to the Democratic Republic of the Congo, 1% to Southern Sudan, and 31% to Mali.

According to the statistics available on the UN Peacekeeping website<sup>45</sup>, UNAMID is the operation in which the highest number of Senegalese peacekeepers have lost their lives: 19 in total, including 8 police personnel. UNAMID is also the operation in which the highest number of Senegalese police personnel have lost their lives in intentional malicious acts.<sup>46</sup> This data may indicate that in Senegal, let alone in the Police and Gendarmerie, Darfur would be considered a particularly dangerous operation (supported by media coverage of ambushes resulting in the death of Senegalese peacekeepers<sup>47</sup>), in contrast to MINUSMA, which, while having a high level of casualties in general, has affected Senegalese police personnel less. As for MINUSTAH, it is generally considered to be a safe operation (only 8% of the total number of MINUSTAH deaths are related to malicious acts, compared with 59% for MINUSMA and 25% for UNAMID<sup>48</sup>, and the majority of deaths occurred in 2010 during an earthquake<sup>49</sup>). These various elements need to be explored further, but they could indicate a correlation between the perceived dangerousness of Darfur, and the relative safety of Haiti, and the discrepancy between the number of Senegalese female police personnel deployed in these two operations. This supports the hypothesis that there is a gendered protection norm that influences the deployment choices of policymakers.

**Box 9.1: Comparative table of deaths of Senegalese personnel deployed in Darfur, Haiti, and Mali.**

Operation	Total number of deaths	Number of deaths of Senegalese deployed personnel overall	Number of deaths of Senegalese deployed police personnel	Number of deaths of Senegalese deployed police personnel as a result of intentional malicious act
UNAMID (2008-2021)	294	19	8	5
MINUSMA (2013-2021)	245	9	0	0
MINUSTAH (2005-2017)	187	2	2	0

<sup>44</sup> This concept refers to the idea that women need to be protected, even when they are fully integrated into a security institution, regardless of their skills or qualifications.

<sup>45</sup> United Nations Peacekeeping, 'Fatalities', [peacekeeping.un.org/fr/fatalities](http://peacekeeping.un.org/fr/fatalities) (accessed 21 May 2021).

<sup>46</sup> That is: any death resulting from 'war, invasion, hostilities, acts of foreign enemies, civil war, revolution, rebellion, insurrection, military or usurped power, riots or popular movements, sabotage, explosion of weapons of war or terrorist activities'. According to UNDP, 'MAIP-Malicious Acts Insurance Policy' (2013).

<sup>47</sup> Al Jazeera, 'UN Peacekeepers Killed in Darfur Ambush' (14 October 2013), [www.aljazeera.com/news/2013/10/14/un-peacekeepers-killed-in-darfur-ambush](http://www.aljazeera.com/news/2013/10/14/un-peacekeepers-killed-in-darfur-ambush) (accessed 21 May 2021).

<sup>48</sup> United Nations Peacekeeping, 'Fatalities by Mission and Incident Type up to 30 April 2021', [peacekeeping.un.org/sites/default/files/stats\\_by\\_mission\\_incident\\_type\\_4\\_62\\_apr\\_2021.pdf](http://peacekeeping.un.org/sites/default/files/stats_by_mission_incident_type_4_62_apr_2021.pdf) (accessed 21 May 2021).

<sup>49</sup> Henke, Marina E., 'UN Fatalities 1948-2015: A New Dataset', *Conflict Management and Peace Science* Vol. 36: No. 4 (2019), pp. 425-42.

## Women and men have different preferences regarding deployment location

Women are more likely to say they want to deploy to the Democratic Republic of the Congo (59% of women and 44% of men) and Mali (66% of women and 62% of men). Men are more likely to want to deploy to Darfur (10% of women and 19% of men).

Men and women were equally likely to want to deploy to Haiti (30% of men and women), the Central African Republic (23%), and Southern Sudan (4%). Police respondents were less likely to say they wanted to deploy to the Democratic Republic of the Congo.

## Women may not be involved in activities in hostile areas

According to the FFF, women are not often posted in hostile areas because their status as women is taken into account in some decisions. One interviewee stated, 'In Senegal, women prefer to avoid the more dangerous areas, but they can travel anywhere in Senegal without exception.' Another interviewee stated, 'However, women themselves prefer to go to less risky operations and often the authorities understand and support them in this regard. Women, once married, prefer to go to operations where "there is no risk of war or dangerous operations". They avoid tasks that require a lot of physical effort. The authorities also try to understand them and often respond to their requests in this sense.'

It is important to ensure the protection of deployed personnel, both male and female, especially in hostile areas. In particular, in order to avoid negative experiences on operation for deployed women, which could deter them from redeploying or from encouraging other women to deploy, it is essential to carry out specific consultations with female Police and Gendarmerie personnel, to address their specific needs and concerns while allowing those who wish to deploy to do so. While this may not be the case for all women, the survey results show that the majority of women surveyed want to be deployed to so-called 'dangerous' peace operations, such as the Democratic Republic of the Congo (59% of women surveyed) or Mali (66% of women surveyed). This reveals that the 'gendered protection norm' plays a role in the decisions of the decision-makers: namely, the idea that women should be protected from danger, even if they are competent, and even if not all women want to be protected. The impact of the 'gendered protection norm' on decision-making about the types of deployments considered appropriate for women may affect women's career prospects and meaningful participation.

In addition, hostile areas have high rates of GBV among the civilian population, so the presence of women in peace operations deployed in these areas is all the more important. Research also shows that the diversity of personnel in peace operations contributes to their effectiveness and legitimacy. Thus, the deployment of fewer women in so-called dangerous operations limits this diversity and the ability of peace operations to respond to GBV, and can therefore undermine their effectiveness.

## Women do not necessarily participate in tactical operations during the operation, especially if they are of lower rank

According to the FFF, legally they are not prevented but, in practice, for formed units, women are often excluded from tactical operations. However, for higher ranking officers, there is no discrimination.

The November 2020 focus group indicated that in the 'order of mission' only a few places are reserved for catering or nursing. It is once on the ground that some women find themselves being reassigned to those positions.

While it may be true that not all deployed personnel (male and female) wish to participate in field operations, it is problematic to assume that this is always true for women, without necessarily consulting them on their willingness to engage in field operations.

Some participants in the validation workshop confirmed that gender stereotypes or 'hard-to-beat behaviours' can occur in the context of operations, for example when, despite the presence of women in the marching platoon, the platoon leader decides not to assign women certain field or lead roles. It is important to distinguish between IPOs, which are field-oriented by the UN, and FPUs, where it is the country that decides on the assignment of personnel to operational, administrative, or support roles. It is during this assignment process that stereotypes can come into play.

## Some of the men within the Police and Gendarmerie do not believe that women are capable of conducting tactical operations

In the survey, 18% of women strongly agreed and 79% agreed that women were capable of conducting special tactical operations. In contrast, 13% of men strongly agreed and 54% agreed that women were capable of conducting special tactical operations. In other words, about a third of the men surveyed did not believe that women were capable of performing part of the policing role.

In contrast, 99% of men and women believed that men were capable of conducting special tactical operations.

## The gendered division of labour

### Women undertake additional work that is gendered

According to the FFF, women are more involved in community work 'because they are seen as more trustworthy'. They engage in mediation; community outreach and facilitation; counselling local communities; supporting women victims; networking; and mentoring. In addition, they have visited and donated to women in prisons; been to refugee camps, schools and universities; worked with the local police to set up associations; helped victims; participated in local ceremonies; and so on.

There are, of course, many deployed women who find these experiences useful and rewarding. However, this is unpaid extra work that is sometimes executed in addition to their regular duties, and is not necessarily reflected or valued in UN performance assessments. It is important to ask whether there is an expectation for women in uniform to perform these types of tasks as part of their deployment (to demonstrate the particular value of women in peace operations) that would not exist for men in uniform. This phenomenon is documented in the context of many peace operations, and is linked to societal norms that women are more suited to caring activities than men.<sup>50 51</sup>

### Men and women perform a variety of additional tasks on operation outside of their regular duties, but the tasks differ for men and women

According to the survey, additional tasks performed equally by men and women included housework (75%), driving (39%), community outreach (20%), translation (15%), healthcare provision (5%), and childcare (8%).

In contrast, women were more likely to be involved in catering (79% of women and 35% of men) and mentoring (7% of men and 15% of women) in addition to their regular duties. Men were more likely to teach (22% of men and 12% of women).

Police respondents were more likely to be involved in catering and cleaning and less likely to be teaching.

### Women are more likely to be gender focal points in peace operations

Of those deployed, 18% of the women and 5% of the men had previously served as a gender focal point or gender adviser in a UN peace operation.

While the presence of gender focal points is a good practice, it is important that this role be carried out by both men and women to avoid reinforcing the perception that gender equality is a women's issue and that the responsibility for addressing gender needs lies with women.

### Gender stereotypes impact on conceptions of what tasks men and women should take part in during deployment

In the survey, we presented different scenarios that could take place in peace operations, and asked respondents to tell us whether a man or a woman would be better able to handle the situation or perform certain tasks.

50 Wilén, Nina, 'When Female Peacekeepers' "Added Value" Becomes an "Added Burden"', Egmont Royal Institute for International Relations (23 November 2020), [www.egmontinstitute.be/when-female-peacekeepers-added-value-becomes-an-added-burden](http://www.egmontinstitute.be/when-female-peacekeepers-added-value-becomes-an-added-burden) (accessed 27 April 2021).

51 Ghittoni, Marta, Léa Lehouck, and Callum Watson, Elsie Initiative for Women in Peace Operations: Baseline Study (Geneva: DCAF, 2018), p.41, [www.dcaf.ch/sites/default/files/publications/documents/Elsie\\_GenderReport\\_2018\\_Final.pdf](http://www.dcaf.ch/sites/default/files/publications/documents/Elsie_GenderReport_2018_Final.pdf) (accessed 27 April 2021).

**Box 9.2: If a man and a woman were deployed on a peace operation, who do you think would be better suited for the following tasks?<sup>52</sup>**

		The female peacekeeper		The male peacekeeper		Both peacekeepers <sup>53</sup>	
		% total	Response by gender	% total	Response by gender	% total	Response by gender
Being in contact with women and children in a conflict zone	Women surveyed	60%	25%	14%	6%	26%	69%
	Men surveyed		53%		21%		26%
Communicating with refugees in a camp	Women surveyed	29%	35%	36%	31%	35%	35%
	Men surveyed		23%		40%		35%
Training the local police	Women surveyed	12%	19%	36%	19%	51%	62%
	Men surveyed		7%		50%		42%
Responding to an anti-government riot	Women surveyed	3%	3%	57%	41%	40%	54%
	Men surveyed		3%		70%		29%
Dealing with a suspected terrorist after receiving a tip-off about the possible presence of an explosive	Women surveyed	7%	12%	57%	38%	36%	50%
	Men surveyed		3%		71%		25%
Typing situation reports	Women surveyed	19%	19%	23%	10%	57%	67%
	Men surveyed		19%		34%		50%

In Box 9.2, it can be seen that there are significant gender differences in the responses. For example, female respondents were more likely than male respondents to think that the female peacekeeper should communicate with refugees in a camp, train the local police, or deal with a possible terrorist. They were less likely to think that the female peacekeeper should be in contact with women and children in the conflict zone. This indicates that women perceive female peacekeepers to be more capable of operational tasks on deployment than their male colleagues do.

It was also noted that Police respondents were more likely than Gendarmerie respondents to say that any peacekeeper should be able to deal with women and children, and with refugees, to train local police, and to type situation reports (regardless of gender).

Some 91% of men and 80% of women agreed or strongly agreed that the presence of men in uniform in peace operations improved relations between the Police/Gendarmerie and civilians, while 85% of men and 95% of women agreed or strongly agreed that the presence of women in uniform in peace operations improved relations between the Police/Gendarmerie and civilians. Police respondents were more likely to agree that the presence of women in uniform in peace operations improved the relationship between the Police/Gendarmerie and civilians.

52 This table should be read as follows:

- 14% of the respondents think that the male peacekeeper should be in contact with women and children in a conflict area.
- 23% of the men surveyed think that the female peacekeeper should be in contact with the refugees in a camp.

53 Enumerators did not inform respondents of the option to choose this reply, attempting instead to encourage respondents to choose from the first two options; however, if they refused, enumerators could select the answer 'both'.

## Men and women reproduce traditional gender roles, which can limit the meaningful participation of women in uniform in a variety of roles in peace operations

The survey revealed that the majority of respondents agreed with traditional gender norms, namely that:

- 88% of men and 94% of women think that women should continue to look after their appearance during a peace operation
- 41% of men and 8% of women think that men are better political leaders and should be elected rather than women
- 69% of both men and women think that a woman should ask her father's/husband's permission before deploying on a UN peace operation (Police respondents were more likely to agree on this)
- 60% of both men and women agreed or strongly agreed that a man should have the final say on decisions in the home
- 23% agreed or strongly agreed that a woman must have children to be considered a 'real woman'.

It is important to note that, while everyone is entitled to their own opinion, these traditional gender norms can influence decision-making about peace operations and the ability of women to deploy and participate in a meaningful way. They may therefore represent a barrier to women wishing to deploy if such deployment is seen to violate the above norms.

However, there are traditional gender norms that most people did not agree with. Only 6% agreed or strongly agreed that women who were deployed on peace operations could not be good mothers. Only 11% agreed or strongly agreed that changing nappies, bathing children, and cooking for them were the responsibility of the mother.

Overall, women were less likely than men to agree with traditional gender roles. Police respondents were also less likely to agree with traditional gender roles.

## RECOMMENDATIONS FOR ISSUE AREA 9 (Gender roles)

Please refer to the Recommendations section of issue area 1, which also addresses the recommendations for issue area 9. In addition, the results of issue area 9, being cross-cutting, have informed the development of recommendations in all other issue areas.



# ISSUE AREA 10: Social exclusion

MEDIUM  
PRIORITY

*Issue area 10 – Social exclusion (or ‘Social frustrations’<sup>54</sup>) – explores whether or not women feel included as equal members of the institution. It explores the ways in which group cohesion is formed, and the extent to which institutional culture has changed since women entered the security institution. It asks whether group mentalities result in women being marginalized, denigrated, or harassed, which would prevent them from deploying or participating meaningfully in peace operations. We assess this by looking at the measures that are taken to ensure equality of opportunity and to prevent acts that may undermine it.*

## Summary of results

### MAIN OPPORTUNITIES

- There is a high degree of cohesion and solidarity within the Police and Gendarmerie, and there are many opportunities to bring men and women together, such as sports teams or mixed training courses. (p.91-92)
- There are laws against sexual violence and sexual harassment in Senegal. (p.91)
- Most men and women report that they are treated with respect and that their personal integrity is not violated. (p.92)

### MAIN BARRIERS

- The Police and Gendarmerie have disciplinary procedures and internal complaints mechanisms, but these are not widely used in cases of harassment, gender-based discrimination, or gender-based behaviour. (p.94)
- The practice of hazing exists. Although it is mainly intended to generate cohesion and the integration of new recruits, it can also give rise to abuse. It is therefore important that this practice be supervised and regulated. (p.95)
- The masculine culture that has determined the formation of the Defence and Security Forces (FDS) can lead to difficulties for women entering this context. (p.95-96)

### DIFFERENCES IN PERCEPTION AND EXPERIENCE

- If there are positive cohesion mechanisms (such as sports or mixed training), there are others that are less so (for example, humiliating or mocking certain people during initiation). But the risk of abuse seems to be little taken into account by the authorities of the Police and the Gendarmerie. (p.95)
- Although the vast majority of personnel report being treated with respect, many personnel fear being accused of sexual harassment. (p.93-94)
- Women’s experiences may differ from those of men: women participate less than men in sport (p.95), and they subscribe less to the norms of masculine culture than their male colleagues do. (p.95-96)

## Detailed results

### Box 10.1: 'Cohesion' and 'exclusion' in security institutions

Cultivating a strong *esprit de corps* is necessary for Police and Gendarmerie services to ensure that they are properly equipped to meet potentially lethal challenges in the performance of their duties. This can be done by giving personnel the feeling that the Police or Gendarmerie is made up of an elite group of exceptional individuals who have undergone rigorous training and passed difficult tests in various fields in order to earn their place in a prestigious institution. In the past, however, some institutions have tended to promote group cohesion by excluding and insulting those who they feel do not belong in the institution – which may include women. Some of the activities that serve to build cohesion in security institutions may therefore sometimes include attacks on personal integrity.

In this section, therefore, we assess whether initiation rites, training sessions, and workplace behaviours serve to include women in the institution as respected members of the group, or whether they result in the exclusion of women (as well as certain groups of men) by making them feel that they do not fit the norms of the institution.

## OPPORTUNITIES

### There are laws against sexual violence and sexual harassment in the country

According to one interview, 'Everyone knows that the law is categorical about sex crimes and it is more serious when the perpetrator is a law enforcement officer, a police officer, or gendarme.'

According to Act No. 99-05 of 29 January 1999 (art. 319 bis), 'the act of harassing others by using orders, gestures, threats, words, written material, or coercion with a view to obtaining favours of a sexual nature, by a person abusing the authority conferred on them because of their duties, shall be punishable by imprisonment for a term of six months to three years and a fine of 50,000 to 500,000 CFA francs. Where the victim of the offence is under 16 years of age, the maximum term of imprisonment shall be imposed.'

For this type of behaviour, Police and Gendarmerie personnel may be subject to disciplinary sanctions (within the institution) and legal proceedings. In addition, the fight against sexual harassment is part of the mandate of the gender focal points.

In addition, in June 2019, the President of the Republic of Senegal, Macky Sall, asked his Minister of Justice to work on a new law against rape. Voted on at the end of December and published in the Official Gazette in January 2020, it provides for rape to be punished with much heavier prison sentences, at least ten years. It also sets extended time limits to allow for proper investigation. Judges will now be able to conduct thorough investigations, with the possibility of using DNA tests, which was not the case until now. This law has now been adopted and constitutes one of the greatest advances in Senegal in terms of the fight against sexual violence.

### Judicial decisions cannot be overturned by commanders

No one, including civilian or military authorities, can overturn judicial decisions. Any person who challenges a judicial decision must appeal to a court of the second degree and to the Supreme Court.

### Events and opportunities exist to build bridges or positive connections

There are football, volleyball, athletics, badminton, and basketball teams within the Police and Gendarmerie. Tournaments are organized between Gendarmerie units. Gala evenings in barracks or officers' mess halls are held to raise funds for charity.

For example, 97% of both men and women surveyed were aware of the existence of sports teams organized by the Police or Gendarmerie, and 93% of both men and women surveyed said that women participated in these team sports alongside men. Police respondents were less likely to say that women participated in these sports.

In addition, training within the Police and Gendarmerie is mixed.

## **Men and women frequently participate in social activities together**

In the survey 98% of men and women said that members of the Police and Gendarmerie participated in social activities outside of work. In addition, 98% of both men and women said that they personally had already participated in social activities outside of work and 97% said that women were invited to participate.

## **The Gendarmerie Wives' Association organizes events**

The Gendarmerie Wives' Association, the 'Entente pour le devenir de l'enfance et de l'environnement (EDEEN)', is mainly social in nature.

Thus, it organizes ceremonies and social evenings, which allow all the gendarmes to participate in activities of solidarity. The men participate by making their own contributions and their children also receive gifts.

The profits are often donated to widows, children, or others. For example, during the COVID-19 pandemic, medical supplies were donated to the Gendarmerie medical service<sup>55</sup>.

## **There are high levels of social cohesion**

The survey indicates that 80% of men and women agreed or strongly agreed that members of the Police and Gendarmerie were more cohesive ('corps solidarity') than civilians were. Participants of the validation workshop emphasised that the close-knit institutional culture of the Police and Gendarmerie, which develops from the training period in the schools, is a key element in understanding the good behaviour and reputation of Senegalese personnel deployed in peace operations.

## **The majority of survey respondents feel that everyone in the Police and Gendarmerie is treated with respect**

Of those surveyed, 88% of women and 83% of men said that all people within the Police and Gendarmerie were treated with respect. Of those who thought that certain groups were treated with less respect, 6% said that young or junior personnel were treated with less respect, 2% that women were treated with less respect, and fewer than 1% that older personnel, civilian personnel, police personnel, men, people from ethnic minorities, and people with disabilities were treated with less respect.

## **The majority of personnel have not experienced any personal integrity violations**

Only 2% of respondents had received unwanted text messages, 5% had been criticized for not fulfilling family obligations, 1% had been insulted, and 1% had seen a photo of themselves on the internet that they did not want to share. However, 94% had never experienced any of these behaviours.

In addition, 90% of the respondents had never witnessed a colleague being teased or made fun of. Of those who had witnessed this type of behaviour, the taunts were related to physical appearance (4%), women (2%), ethnicity (2%), age (2%), sexual orientation (2%), socio-economic class (1%), men (fewer than 1%) and nationality (fewer than 1%).

## **The majority of personnel report being prepared to condemn and report prohibited behaviour**

Of those surveyed, 80% said it would be serious or very serious if a colleague hit someone with a baton and seriously injured that person at a demonstration; 60% said they would report a member of the Police or Gendarmerie who did this. Police respondents were more likely to say they would report the person and that the behaviour was serious.

Almost 100% of respondents said that it would be serious or very serious if a colleague were to drive while drunk and hit someone on the road; 84% said that they would report a member of the Police or Gendarmerie who did this. Police respondents were more likely to say that this behaviour was serious.

Almost 100% of respondents said that it would be serious or very serious if a colleague accepted cash to avoid reporting a crime in an incident report; 87% said that they would report a member of the Police or a gendarme who did this. Police respondents were more likely to say that this behaviour was serious.

During the survey, 96% of respondents said that it would be serious or very serious if a colleague had a sexual relationship with a 'local girl' (minor); 75% said they would report the colleague in question.

55 Thiam, Moussa Sow, 'COVID-19: L'entente pour le devenir de l'enfance (EDEEN) apporte sa contribution', Infos du Jour (April 2020), [www.infosdujour.sn/covid-19-lentente-pour-le-devenir-de-lenfance-edeen-joue-sa-partition/](http://www.infosdujour.sn/covid-19-lentente-pour-le-devenir-de-lenfance-edeen-joue-sa-partition/) (accessed 27 April 2021).

Finally, 98% of respondents said that it would be serious or very serious if a colleague had a sexual relationship with a 'local boy' (minor); 79% said that they would report the colleague in question.

Respondents who have been deployed were more likely to say that all of these types of behaviour were serious (except hitting someone with a baton at a demonstration) and were more likely to say that they would report a member of the Police for all of these behaviours (except drunk driving).

### **The Mediator of the Republic receives complaints, including those against the Police or the Gendarmerie**

This is an independent institution that monitors respect for human rights and can receive complaints about the functioning of state institutions, including Police and Gendarmerie personnel.

## **BARRIERS**

### **Some personnel would not report a colleague for serious misconduct**

Although the vast majority of personnel are aware of the seriousness of the behaviours or misconduct described during the survey (see subsection on prohibited behaviour), not all personnel said they would be willing to denounce a colleague who had committed one of the actions in question: 40% of respondents would not denounce a colleague who had seriously injured a civilian during a demonstration; a quarter of respondents would not denounce a colleague who had sexual relations with a 'local girl' (minor) during deployment.

This indicates that in some cases of breaches of discipline, solidarity with the group and colleagues may override respect for ethical and behavioural standards within security institutions.

### **A definition exists for sexual harassment, and sexual harassment is prohibited by law, but there are no specific disciplinary procedures to deal with 'sexist' or discriminatory behaviour in the Police or Gendarmerie**

According to the Senegalese Police, sexual harassment can be defined as unwanted and unwelcome sexual advances, requests for sexual favours, and other verbal or physical contact of a sexual nature that creates a hostile or offensive environment. It is also a form of violence against women (and men, who may also be victims of sexual harassment) and discriminatory treatment.

In general, sexual harassment is a punishable offence; however, the Labour Code does not contain any provisions to prohibit different forms of harassment or to regulate other behavioural problems in the workplace. The Police and Gendarmerie follow the provisions of the Penal Code, but there is no institutional policy for acts that do not reach the threshold of sexual harassment as defined in the Penal Code, nor are there mechanisms for resolution or sanction (before the measure of imprisonment and fine provided for in the Penal Code).

Participants in the Police's preliminary oral report confirmed that it is rare for people to be sanctioned for sexist behaviour, because it is rarely reported. However, according to internationally recognised best practice, it is preferable that there are mechanisms in place to enable personnel to report relatively minor sexist behaviour at an early stage. At this stage, it is still possible to use non-punitive measures, such as an informal and friendly resolution or even a verbal apology by the perpetrator to the victim and the manager. This prevents incidents from escalating to the stage of a criminal offence. This approach also creates a more egalitarian and reassuring atmosphere for everyone – including those who may fear that they may inadvertently behave in a sexist manner and suffer serious consequences.

### **A quarter of personnel do not know who to contact in the event of harassment**

According to the survey, 76% of men and women surveyed would know who to contact if they were harassed or threatened by their peers. However, 24% would not know who to contact.

### **Fear of sexual harassment charges may hinder understanding between men and women**

The survey found that 40% of men and 19% of women avoid socializing outside of their gender group for fear of sexual harassment claims. In addition, 42% of men and 14% of women said they were worried or very worried about being accused of sexual harassment.

The validation workshop revealed that these fears stem from the development of the ‘Me Too’ or ‘BalanceTonPorc’ [Expose your pig] movements around the world and on social networks. One solution cited by the participants to this fear would be the creation of structures external to the Police and the Gendarmerie to which victims of sexist behaviour or violence could turn, in order to prevent them from resorting to social networks.

### There are no specific procedures in Senegal for the management of SEA cases

Senegal relies on the UN’s normative framework and the conduct and discipline units of peace operations for the reporting and management of such cases.

At the national level, this matter can be prosecuted on the basis of the criminal code. The Prosecutor can take up the case, and the victim can sue for damages. However, in practice, this is rarely the case, because the victims and witnesses do not live in Senegal, and it is difficult for the National Police to seek evidence in a third country.

### The internal complaint mechanisms of the Police and Gendarmerie do not take gender into account in a systematic way and are little used to denounce abuse

Placed under the authority of the General Directorate of Police, the *brigade prévôtale* is a unit that enforces discipline and rules in the exercise of police duties. It can be called upon by the hierarchy, any police officer, or citizen of Senegal, and can be entrusted with a mission of investigation and control ordered by the General Directorate of the Police concerning any member of the National Police. The results are then sent to the Directorate, which will decide on the outcome and consequences. In addition, there are independent internal inspection units within the Gendarmerie and the Police, which carry out inspections and audits, as well as social workers to whom personnel can turn to anonymously. The gender divisions and focal points also support these efforts. Finally, Decree No. 90-1159 on general discipline in the Armed Forces, which applies to the Gendarmerie, sets out both negative and positive sanctions for different types of behaviour. It has been amended twice to take account of the feminization of the institution.

According to participants in the preliminary oral report, it is uncommon for personnel to directly approach the *brigade prévôtale* or internal inspection. They prefer to approach their direct supervisor or peers, and it is the supervisors or departments in whom they have confided that will activate the investigation and discipline mechanism. An incident may never be reported, however, for fear of embarrassment, for instance if the abuse originated with the direct supervisor, or if the victim’s peers do not report the incident. Considerations of hierarchy and confidentiality discourage individuals from using these internal mechanisms, as there is also the risk of being seen as a disruptive element ‘destabilizing the social peace of the institution’, according to one validation workshop participant. In addition, other participants pointed out that despite the existence of certain disciplinary mechanisms, women in Senegal are unlikely to denounce abuse against them for cultural reasons and for fear of not being believed.

The *brigade prévôtale* office and internal inspection are important mechanisms, but appear to be little used for gender-related complaints. However, it is considered good practice internationally to have an internal institutional control framework that includes ‘complaints, investigation, and disciplinary process[es]’ to address misconduct and gender issues in a systematic way.<sup>56</sup> This necessarily involves preventing and addressing personal integrity violations through the development and implementation of:

- a complaints policy for acts of discrimination and harassment, including sexual harassment, that do not rise to the level of a criminal offence (proposing multiple ways to make a complaint, ‘with the possibility of bypassing the chain of command and/or reporting to an independent oversight body’<sup>57</sup>)
- a clear complaints procedure
- a guarantee, to protect the person reporting such cases
- an investigative mechanism involving investigators ‘with special training on discrimination and harassment law, the dynamics of sexual harassment and why women and men are often reluctant to report this behaviour, as well as how to interview victims and prevent retaliation against the victim’<sup>58</sup>
- a complaints follow-up procedure.

<sup>56</sup> Bastick, Megan, *Integrating Gender into Internal Police Oversight* (DCAF, OSCE, OSCE/ODIHR, 2014), p.7, [www.dcaf.ch/sites/default/files/publications/documents/Integrating\\_Gender\\_Internal\\_Police\\_Oversight\\_EN.pdf](http://www.dcaf.ch/sites/default/files/publications/documents/Integrating_Gender_Internal_Police_Oversight_EN.pdf) (accessed 27 October 2021).

<sup>57</sup> Ibid. 33.

<sup>58</sup> Ibid. 34.

## Hazing practices sometimes lead to abuse

According to an interview with a key decision-maker, 'Hazing occurs. I don't have more information.' It is important to note that in the context of integration, hazing serves to reinforce a sense of belonging to the group and solidarity. It is about allowing new recruits to take full measure of their environment by building camaraderie and taking ownership of the institution's values. Some women who have participated in police hazing have indicated that it was a positive experience that left them with pride and increased confidence in their abilities.

Nevertheless, hazing can be abused in ways that involve mistreatment or denigration of those who are seen as not fitting the generic group norm, for example, because of their gender identity or sexual orientation. In some close-knit elite corps, hazing practices can also have the effect of fostering a certain form of masculinity based on bravery, courage, physical strength, and sometimes sexist behaviour.<sup>59</sup> This is why it is important to take a closer look at hazing practices within the Police and Gendarmerie, to distinguish between positive and negative practices and to avoid abuse and violations during integration periods.

The survey results are useful in making this distinction between positive and negative practices. According to the survey, 61% of respondents said they were aware of hazing activities for new recruits within the Police or Gendarmerie; 65% said these activities included sports; 25% said there was punishment or discipline; 1% said there was sexual activity; 37% said there was embarrassment or humiliation (Police personnel were less likely to say this) or jokes; 32% said additional physical activity (41% of male and 21% of female personnel); and 4% said it included teasing of women.

In addition, 70% of the respondents said that these activities were necessary to create cohesion; 10% that they were necessary to put new recruits in their place; 61% that they were necessary to eliminate weaknesses; 9% that they should not be taken seriously because they are just games; 14% that they were not necessary and can sometimes be dangerous; 5% that they were not necessary, because they degrade women; and 7% that they were not necessary, because they hurt people.

According to participants in the Gendarmerie's preliminary oral report, hazing is important because of it is made up of close-knit units, which rely on rituals and traditions. It is about unifying the values of the new recruits and erasing the differences between them, and, as such, women are included in these activities. This is also what emerged from an interview with a female officer of the Police – hazing at the police academy is intended to erase differences between the recruits and to generate cohesion. Within the Police force, this involves practices such as the *boule à zero* practice (head shaving): shaving the heads of new recruits to erase differences between men and women and to generate uniformity. Although this is seen as an integration activity, it can have a negative effect on female recruits, who have to adapt to male standards to be accepted into the group.

While it is important to promote cohesion within security institutions, it is important not to do so in a way that reinforces masculine norms within the institution or that humiliates, hurts, or excludes certain group members.

## Women are less likely to play on sports teams

The survey shows that 84% of men and 70% of women have participated in team sports organized by the Police/Gendarmerie.

## The masculine culture that has determined the formation of the Defence and Security Forces can lead to difficulties for women entering this context

The survey reveals that the personnel of security institutions strongly believe in certain masculine norms, which are not necessarily compatible with equal opportunities for men and women.

- 99% of men and women agree that it is important for a man to be respected by other men.
- 94% of men and 88% of women agree that it is a man's duty to protect the dignity of his family by ensuring the purity of the women in his family.
- 86% of men and women believe that a woman should remain a virgin before marriage.
- 72% of men and 65% of women said that a good wife should obey her husband even if she disagrees with him.
- 65% of men and 38% of women agree that women often lie about being raped.

- 57% of men and 50% of women said that a woman should pretend to be happy when she is with her husband even if she is not.
- 46% of men and 31% of women agree that women are raped because they dress inappropriately.
- 31% of men and 31% of women agree that it is acceptable for a colleague to tell a woman that she is attractive.
- 35% of men and 31% of women agree that a woman must tolerate violence to keep her family together.

It is important to note that everyone is entitled to their own opinions and beliefs. Nevertheless, it is the responsibility of security institutions to ensure that the work environment is inclusive and respectful, and that standards of conduct and behaviour overshadow individual views on gender roles within the family and society. This is a matter of operational effectiveness; for institutions to function well, it is important that all personnel are able to work together and trust each other. So, for example, it is necessary to ensure that respect for hierarchy or competence prevails over beliefs about obedience, or that the obligation to respond to GBV prevails over views about rape culture or the acceptability of intra-family violence.

In contrast, 19% of both men and women agreed that it was not acceptable to deploy a man if he has a history of violence against his wife. Only 7% of men and women agreed that if someone insults them, it is okay to defend their reputation with violence if necessary. Twenty-three per cent of men and women agreed that men should be embarrassed if they cannot have children.

### **The Gendarmerie and the Police do not address the subject of masculinity outside the Senegalese cultural context**

The survey was supposed to include a series of questions about what it means to be a man or to play a masculine role in Senegal. However, for cultural reasons and because of their wording, these questions were removed by the assessment team when contextualizing the survey questions; indeed, in the national context, it would not be appropriate to ask members of these institutions to express themselves on intimate matters with interviewers who are unknown to them. In fact, the Police and Gendarmerie are composed of people who carry the values, habits, and customs of the country, and it was important that the study be conducted in a manner that respected these values.

## **RECOMMENDATIONS FOR ISSUE AREA 10** **(Social Exclusion)**

### **Policies**

- Explore opportunities to strengthen internal complaint mechanisms, to overcome the hierarchical and confidentiality challenges that result in low use of these mechanisms.
- Create parallel internal and independent channels for Police and Gendarmerie personnel to report gender-based or sexist violence in confidence and without having to rely on the hierarchy. For example, an 'ombudsperson' could be created within the Police.
- Empower gender focal points to receive and investigate complaints of gender-based abuse or misbehaviour before forwarding them to the authorities, in order to put victims at ease.
- Improve the supervision of hazing practices, in order to avoid abuse and to respond to abuse when it occurs.

### **Training and professional development**

- Prior to recruitment, organize information and awareness sessions on life within the Police and Gendarmerie as well as the careers that exist in these bodies, to help candidates prepare for what lies ahead.

### **Practices**

- Computerize the process of managing complaints about GBV, in order to be able to monitor the complaints and ensure that they are dealt with.

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## Conclusions

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

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The empirical results of this study show that the three main barriers to women's meaningful participation in peace operations are 1) gender roles (issue area 9), 2) household constraints (issue areas 4), and 3) peace operations infrastructure (issue area 5). Social exclusion (issue area 10) is also a serious challenge for women in peace operations, though the study could not measure this accurately because some survey questions were deleted.

There is a clear alignment between personnel, key decision-makers and the empirical findings of the study regarding the importance of gender roles and household constraints.

However, there are also differing views among personnel and key decision-makers on several barriers. First, many of the personnel deny or are unaware of the real challenges (revealed by the empirical findings of this study) that women face on peace operations. Second, personnel believe that the lack of gender-responsive peace operations infrastructure is a significant barrier for women, which is confirmed by the empirical results, while key decision-makers rarely, if ever, mention infrastructure issues. Third, key decision-makers identified the population of eligible women as one of the three main challenges, which is not consistent with the empirical findings. The perceptions of personnel and key decision-makers are discussed in more detail in the following paragraphs.

## PERSONNEL

Respondents were asked to state, in an open-ended manner, what they thought was the main barrier for women on peace operations; however, 48% of respondents stated that there were no barriers for women on peace operations. This is not consistent with the empirical findings of the study.

Of those who said there were challenges, the most frequently mentioned barrier was gender roles (27% of respondents). The second most common barrier mentioned by survey respondents was household constraints (23% of respondents) and the third was the infrastructure of peace operations (22% of respondents). Women were more likely than men to say that peace operations infrastructure was a challenge for women. The open-ended responses are consistent with the empirical findings, suggesting that many personnel understand the challenges faced by women.

We also present a brief analysis of the challenges faced by men. Based on open-ended responses, 67% of survey respondents stated that men did not face any challenges when deployed on a peace operation. The most common challenges cited by respondents for men were negative experiences during peace operations (16% of respondents), peace operations infrastructure (9% of respondents) and household constraints (6% of respondents).

## KEY DECISION-MAKERS

When key decision-makers were asked what they thought were the main challenges for women on peace operations, the three most frequently mentioned barriers were 1) gender roles, 2) household constraints, and 3) the population of eligible women. Approximately 95% of respondents cited at least one challenge related to gender roles, including either cultural constraints (67%) or concerns about women's physical ability to participate in difficult operations (33%). This 'gendered protection norm' limits women's participation in peace operations, through the negative influence it has on both 'Deployment selection' and 'Gender roles'. A total of 87% of key decision-makers also noted that household constraints (related to home or motherhood) were also a significant problem for women. Finally, the third most frequently mentioned barrier was the population of eligible women (42%), particularly due to the late entry of women into the Police and Gendarmerie.

A significant number of key decision-makers also cited deployment criteria (37%) and top-down leadership (37%) as barriers to women's participation. Specifically, many were concerned about women's ability to meet the physical criteria, or their lack of necessary experience. Institutional constraints for women in the Police

and Gendarmerie, namely the lack of women in leadership positions, were also seen as problematic.

In summary, while almost all key decision-makers see challenges for women on peace operations, there is disagreement on how these constraints manifest themselves. It is clear that household constraints and gender roles are widely recognized as challenges, while key decision-makers are divided on whether the population of eligible women, deployment criteria, or lack of women in leadership positions is the greatest challenge.

It is important to note that the issue areas presented in issue area 10 (Social exclusion) were not mentioned by the decision-makers during the interviews. It would therefore be important for the Police and Gendarmerie to explore in greater depth issues related to complaint mechanisms, the management of sexist and discriminatory behaviour when it occurs, the abuses that can emerge from certain hazing practices, and the impact of masculine norms on security institutions.

## RECOMMENDATIONS FOR FOLLOW-UP

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### KEY RECOMMENDATIONS FOR OVERCOMING BARRIERS

Effective participation is not just about the number or proportion of women deployed, but also about ensuring first that women's needs are met when participating in the institution and on operations; second that women have access to the same opportunities, roles, and resources as men; and third that women's skills and competencies match their responsibilities and the expectations they face. As such, addressing the barriers identified will require an integrated and holistic approach, incorporating four complementary types of intervention: policies, training and professional development, practices, and organizational culture.

The recommendations developed by the CHEDS team, the working group, and the validation workshop participants are presented by issue area throughout the report. This study shows that the three main barriers to women's meaningful participation in peace operations are 1) gender roles (issue area 9), 2) household constraints (issue area 4), and 3) peace operations infrastructure (issue area 5), followed by social exclusion (issue area 10); the recommendations are therefore presented below in that order of priority.

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### POLICIES

- Modify the recruitment policy to make it more attractive to women and young women.
- Review the recruitment policy, in order to temporarily reserve a quota for women when these institutions are recruiting.
- Work towards achieving the numerical target (30%) for women's representation.
- Work internally to increase the presence of women (for example 10%) in operational and tactical units.
- The UN DPO should not exceed the 12-month deployment period for FPUs or should make personnel deployed to FPUs aware well in advance of possible extensions or delays in repatriation.
- Review the deployment policy to ensure that a woman who becomes pregnant after being selected for deployment can defer her selection, to allow her to deploy at a later date.
- Member states should encourage the UN to implement a real gender policy in terms of taking into account the specific gendered needs of women, based on surveys of deployed women themselves.
- Explore opportunities to strengthen internal complaint mechanisms, to overcome the hierarchical and confidentiality challenges that result in low use of these mechanisms.
- Create parallel internal and independent channels for Police and Gendarmerie personnel to report gender-based or sexist violence in confidence and without having to rely on the hierarchy. For example, an 'ombudsperson' could be created within the Police.
- Empower gender focal points to receive and investigate complaints of gender-based abuse or misbehaviour before forwarding them to the authorities, in order to put victims at ease.
- Improve the supervision of hazing practices, in order to avoid abuse and to respond to abuse when it occurs.
- The policy framework provided by Senegal's 1325 Action Plan should be enriched by the results of the Elsie Project. CHEDS and the working group should work with those responsible for developing sectoral 1325 action plans in Senegal to integrate the findings and recommendations of the MOWIP assessment into activities aimed at increasing women's participation in peace operations and thus contribute to their success. This aims to take ownership of and build on the work of the Elsie project, as its results are based on national realities and concerns.

- Harmonize sectoral policies and mechanisms aimed at equality between men and women and the fight against GBV, in order to promote greater coordination between actors in the security, gender, and justice sectors.
  - States should report back to the UN on the recommendations arising from the experiences of personnel deployed on peace operations and modify certain policies and criteria accordingly.
  - Improve the gender support policy in peace operations through appropriate and sustainable communication.
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## TRAINING AND PROFESSIONAL DEVELOPMENT

- Upon their graduation, encourage and train women to move into operational and tactical units, to enable them to acquire the skills required for deployment.
  - The gender focal points/division, in collaboration with any authorized person, should raise awareness (talks, visits, telephone interviews, and so on) of the families and spouses of women who wish to deploy in order to limit the social pressures against them.
  - Set up national peacekeeping training centres for the Police and Gendarmerie:
    - in the pre-test training phase, for the operational readiness of the contingents before deployment and joint training
    - in the post-deployment phase, for feedback and sharing of experience and modules
    - if necessary, unite the two centres.
  - Promote the deployment of Francophones in Francophone operations.
  - Strengthen the English language skills of Francophones to increase their chances of deployment.
  - Prior to recruitment, organize information and awareness sessions on life within the Police and Gendarmerie as well as the careers that exist in these bodies, to help candidates prepare for what lies ahead.
  - Include men in the gender divisions of the Police and Gendarmerie, to promote awareness among male colleagues.
  - Integrate gender issues in a systematic way in the training programmes of the Police and Gendarmerie schools (create dedicated modules and ensure the training of trainers on gender) for all ranks.
  - Raise awareness and train senior managers on gender issues at the highest level.
  - Raise awareness of the various members of the Police and Gendarmerie hierarchy and resource persons about the need to share information on deployment opportunities.
  - Encourage female personnel under their supervision to apply for deployment.
  - Integrate communication training for deployed women, for example, in crisis communication, public speaking and language skills.
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## PRACTICES

- Encourage women to apply for the Police and Gendarmerie entrance exams through:
  - awareness campaigns in newspapers, on social networks, radio/television programmes, and so on
  - visits by female police officers to schools and universities
  - consultations with the general public in settings where few women apply.
- Decentralize the entrance exam to the regions.
- Evaluate recruitment campaigns from a gender perspective.
- Limit the number of female personnel redirected to administrative roles, as these are not beneficial to deployment.
- The UN DPO should refine the selection process to increase the chances of those selected actually being deployed and to avoid frustration.
- Internally, provide better information about and clarify the selection process and its results.
- The gender focal points/division should provide ongoing support and follow-up to the families of deployed women and establish a channel of communication with deployed women in order to resolve any problems that may arise during deployment.
- Encourage the hierarchy of the Police and Gendarmerie to include the heads of gender divisions and/or gender focal points in visits to peace operations.
- Heads of gender divisions/gender focal points should conduct an assessment of the living and

working conditions during peace operations upon the return of a deployed unit, in order to develop recommendations targeting both authorities and personnel.

- Offer psycho-social support to the deployed (before, during, and after deployment).
- Deploy physicians who have a psychology or psychiatry specialization.
- Integrate women's reproductive health and family planning needs into peace operations.
- Computerize the process of managing complaints about GBV, in order to be able to monitor the complaints and ensure that they are dealt with.
- Finalize the institutionalization of gender with the creation of a gender division within the Police.
- Encourage the dynamics of rapprochement between the gender focal points of the Police and the Gendarmerie, to enable them to better coordinate support initiatives for female personnel.
- Strengthen the relationship between the gender focal points/divisions of the Police, Gendarmerie, and Army.
- Decentralize the activities carried out in Dakar by the gender divisions to reach more women in the regions.
- Integrate representatives of the gender divisions into the decision-making process within the Police and Gendarmerie.
- Support the creation of a framework for exchange between the Women of the Police and its equivalent in the Gendarmerie (including with cells in the regions), to allow for a formal exchange and preparation framework for female personnel.
- Provide institutional support to the Association of Female Police Pioneers of Senegal and increase collaboration and consultation with its members.
- Develop reception facilities in Dakar for people coming from the regions to take the selection tests, including facilities for young children, in order to facilitate access to opportunities for parents.
- Decentralize the selection tests (by zone).
- Develop infrastructure to facilitate regrouping.
- Make end-of-operation reports available to all interested parties in the Police and Gendarmerie, to increase knowledge of what is expected on operation.
- Leaders of the Police and Gendarmerie components of peace operations should expand networks for women on operation in the different regions of the host country, for example by establishing regional branches.
- Organize FPU homecoming ceremonies (including a medal or written commendation) to recognize and value the commitment of those deployed.

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## ORGANIZATIONAL CULTURE

- Highlight examples of women who have passed SAAT shooting and weapons tests, to change attitudes about women's abilities.
- Organize pre- and post-deployment talks. The purpose of these sharing moments will be to discuss the deployment process, the barriers, the objective, and the deployment experience.
- Better take into account the perceptions and challenges that women may face (social and psychological assistance, and so on).
- Institutions need to make gender-responsiveness a part of their organizational culture
- The gender focal points/division should create spaces where deployed or former female Police and Gendarmerie personnel can interact with active female personnel in general and more specifically with women wishing to deploy; they could address the selection process and deployment experiences through interactive question and answer sessions or feedback sessions –the purpose being to foster interaction and increase understanding of issues, opportunities, and lessons.
- The gender focal points/division should set up sustainable communication channels between those who have experience of deployment and those who are preparing for it.
- Police and Gendarmerie public relations offices, in conjunction with gender focal points/divisions, should share more information internally, with the public and with the media on the contribution of Senegalese men and women in uniform to international peacekeeping in order to enhance their role, in particular the role of deployed women, and contribute to their image at the national level.

## RESEARCH TOPICS FOR FURTHER STUDY

- What systems and practices can ensure that stereotypes or personal preferences do not enter into selection processes? (p.51)
- What are the solutions for deploying women when they are younger, according to their ideal deployment age? (p.59)
- Why are deployed women less likely than men to report receiving a weapon on deployment? (p.64)
- What factors lead deployed men and women to report very positive experiences on deployment? What are potential good practices to share with other police-contributing countries? (p.68)
- How does the phenomenon of sexual harassment affect personnel deployed on peace operations? (p.70)
- What types of assistance are provided to personnel returning from deployment to facilitate reintegration? (p.71)
- How can we consult more with women in uniform to take into account their needs and concerns, while allowing those who wish to do so to deploy to so-called 'danger zones'? (p.86)
- What are the effects of hazing practices on the integration of different groups of men and women into the Police and Gendarmerie? (p.95)
- What is the impact on institutional culture of the form of masculinity embodied by uniformed men in the Senegalese context? (p.95-96)



