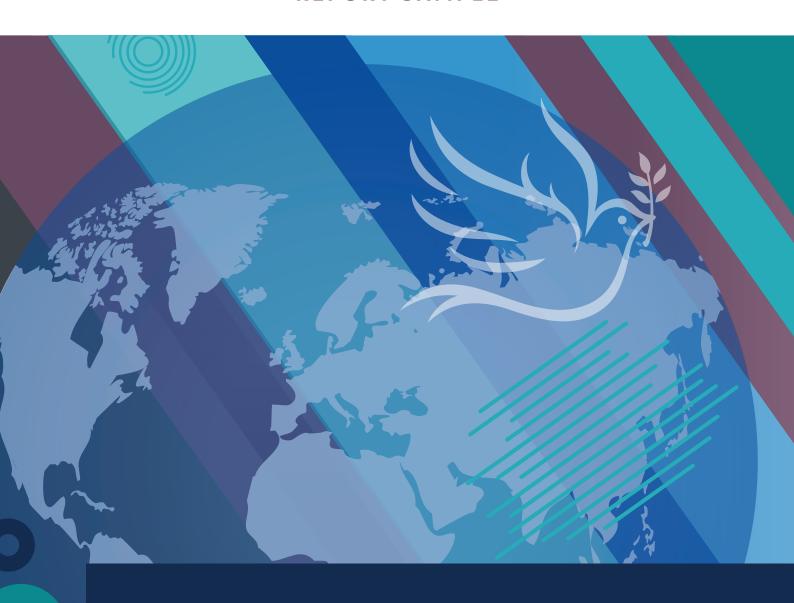# Global MOWIP Report

Fit-for-the-Future Peace Operations: Advancing Gender Equality to Achieve Long-term and Sustainable Peace

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Fit-for-the-future peace operations (POs) are those positioned to address 'protracted conflicts, elusive political solutions, increasingly dangerous environments, rising peace operations fatalities, and broad and complex mandates' (Action for Peacekeeping initiative).[1] 'Fit for the future' means that POs will have the capacity to leverage the most effective strategies to advance long-term and sustainable peace in an increasingly complex global environment.

Data from the **Measuring Opportunities for Women in Peace Operations** (MOWIP) methodology reinforces the prevailing evidence-based understanding that gender equality is an integral element of fit-for-the-future POs. Specifically, MOWIP data adds to a growing body of evidence that reveals a positive correlation between gender equality and long-term and sustainable peace, in contrast to the relationship between gender inequality and violence and conflict.

The MOWIP methodology was developed in partnership with Cornell University and practitioners in eight partner countries (Bangladesh, Ghana, Jordan, Mongolia, Norway, Senegal, Uruguay and Zambia), with financial support from Canada and the Norwegian Ministry of Foreign Affairs,[2] and it was developed under the auspices of the Elsie Initiative for Women in Peace Operations launched by Canada in 2017 with the aim of developing innovative measures to 'move from slow, incremental progress to transformational change regarding women's meaningful participation in peace operations'.[3] The MOWIP is a comprehensive assessment tool that draws on three complementary data-gathering instruments: a fact-finding form (FFF), an anonymous survey, and key decision-maker interviews. It aims to identify evidence-based strategies to increase women's meaningful participation[4] – rather than women's numerical representation – in POs, as a component of advancing gender equality in both the structure and operations of peacekeeping. The methodology evaluates data against a comprehensive set of indicators that measure barriers and opportunities across eight thematic and two cross-cutting issue areas.

Figure 1 The 10 issue areas measured by the MOWIP methodology

The MOWIP methodology has so far been piloted in four troop- and police-contributing countries (TPCCs) and six security institutions: the Ghana Armed Forces; the Senegal Police and Gendarmerie; the Uruguay Armed Forces and Police; and the Zambia Police Service. Three TPCCs are currently in the process of completing the MOWIP as part of the pilot phase of the Elsie Initiative: the Bangladesh Armed Forces; the Jordan Public Security Directorate; and the Norwegian Armed Forces. As of March 2022, the Côte d'Ivoire National Police; the Armed Forces of Liberia; the Ministry of National Defence (Army and Airforce), Ministry of the Navy, and Ministry of Security and Citizen Protection of Mexico; the Niger Armed Forces, Gendarmerie and Police; the Sierra Leone Armed Forces and Police; the Togo Police and Armed Forces; and the Uganda Police Force have been awarded funding from the Elsie Initiative Fund to conduct MOWIP assessments.

Consolidated MOWIP data presently includes surveys from 1,917 security personnel: 997 men and 920 women, and 876 deployed and 1,041 non-deployed; six institutional FFFs; and 95 key decision-maker interviews. This innovative and comparative data set is the first of its kind – it speaks to the perspectives, experiences, and realities of women and men, deployed and non-deployed, and leadership and rank and file. As such, the findings of the MOWIP methodology are uniquely positioned to identify barriers and opportunities to advance gender equality in POs.

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1   Secretary-General's Initiative on Action for Peacekeeping available at: www.un.org/en/A4P
2   Karim, *MOWIP Methodology* (October 2020), available at: www.dcaf.ch/mowip-methodology
3   The Elsie Initiative for Women in Peace Operations was launched at the UN Peacekeeping Defence Ministerial in Vancouver, Canada in 2020, available at: www.international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/elsie_initiative-initiative_elsie.aspx?lang=eng
4   Women's meaningful participation is defined in the MOWIP methodology as ensuring that women have their needs met when participating in the institution and on missions; that women have access to the same opportunities, roles, and resources as men; and that women's skill sets and qualifications match their responsibilities and the expectations they face.

MOWIP country reports (Ghana, Senegal, Uruguay, and Zambia) provide an overview and analysis of institutional findings. They contain context-specific and evidence-based recommendations to advance women's meaningful participation and gender equality that are adjusted to the institutional capacity and national appetite.

In contrast, *this* report, referred to as the **Global MOWIP**, presents the consolidated data from four countries with a focus on the implications for the international policy and practice arena.[5] The Global MOWIP aims to address the broader and more complex issues that go beyond the institutional framework of a single armed force, gendarmerie, or police force, and it contributes to a growing evidence base that reveals how gender equality is central to fit-for-the-future POs. This evidence is translated into international policy and practice insights that can be leveraged to contribute to the assessment, design, and implementation of fit-for-the-future POs. Indeed, consolidated MOWIP data reveals the importance of advancing long-term sustainable peace that is grounded in positive peace and human security. This fundamentally involves recognition that long-term sustainable peace is not merely the absence of armed conflict; rather, it reflects **the presence of equal safety, security, and livelihood for all people: women, men, girls, boys, and people of diverse sexual orientation and gender identity or expression.** As such, **gender equality is central to long-term and sustainable peace – and central to POs that are fit for the future.**

Four primary evidence-based findings have emerged with the greatest salience to the international policy and practice arena:

1

Evidence of the **IMPORTANCE OF CONTACT SKILLS IN POs,** also referred to as soft skills or non-kinetic skills, which include a range of communication and interpersonal skills – indicating a need to prioritize contact skills alongside combat skills for peacekeepers;

2

Evidence of how the **CHARACTER PROFILE OF PEACEKEEPERS** (their attitudes, assumptions, and approaches) **CORRELATE WITH THEIR BEHAVIOURS AND PRACTICES IN POs,** including adherence to existing UN policy and doctrine, and PO mandates – indicating a need to prioritize the character profile of peacekeepers alongside contact and combat skills;

3

Evidence that both **MEN AND WOMEN ARE EXPERIENCING SOCIAL EXCLUSION (HARASSING-TYPE BEHAVIOURS) IN POs** – indicating a need for a policy framework to address harassment and bullying; and

4

Evidence that both **MEN AND WOMEN IN POs HAVE INADEQUATE ACCESS TO MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT SERVICES (MHPSS)** while in mission and during reintegration – indicating a need to strengthen MHPSS.

These four primary findings have intersecting and cascading implications. They can negatively reinforce each other, or, if addressed using an integrated and comprehensive approach, they can be transformed into complementary opportunities. Barriers to fit-for-the-future POs, gender equality, and women's meaningful participation in POs do not exist in individual silos; rather, they are intersecting and cascading. As such, policy and practice interventions will need to be integrated and coherent at the international level and work in combination with interventions at the national level. The international policy and practice community holds a unique leadership role, however, and thus is positioned to make transformative changes to POs, while also informing national policy interventions.

The Global MOWIP is intended to provide the necessary insights to guide transformative change. As such, it serves as a companion report to the country MOWIPs, which together provide a comprehensive base of evidence and insights to address the international *and* national policy and practice contexts.

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5   Data from country reports cannot be fully aggregated or used for direct comparisons between countries. Nonetheless, the data provides an initial evidence-base of insights into the kinds of barriers and opportunities international policy and practice can address to effectively advance gender equality as an integral component of long-term and sustainable peace.

Recommendations

1 UPDATE DEPLOYMENT CRITERIA TO INCLUDE CONTACT SKILLS

Evidence

> Experienced peacekeepers identify communication skills and working with international personnel as the foremost skills needed for deployment.

Recommendations to **advance an equal opportunity structure of POs**.

- Establish deployment criteria that are fit for the future and reflect all the skills and knowledge needed in POs. This involves **equally prioritizing a range of contact and combat skill sets** necessary to advance gender equality and WPS mandates and build sustainable peace. Deployment criteria should therefore reflect a range of contact skills, including communication, listening, empathy, working in a multicultural environment, de-escalation and mediation techniques, and problem-solving.
- Provide training in both contact and combat skill areas, including in testing and assessment, pre-deployment training, and in-mission training. It may be necessary to target women for combat skills training, while men are targeted for contact skills training – but this should be determined at the national context based on objective assessment data.

Recommendations to **strengthen the agency of peacekeepers**.

- Encourage and support the development of contact skills, alongside combat skills, for all deployments. This includes:

  - prioritizing contact skills within pre-deployment training;
  - assessing contact skills alongside combat skills as a part of qualification screening processes (for example, Assessment for Mission Service (AMS), Selection Assistance and Assessment Team (AMS-SAAT), Assessment of Operational Capability (AOC), DPO Assessment and Advisory Visits (AAV), and Pre-deployment Visits (PDV));
  - emphasizing contact skills and critical thinking/problem-solving in in-mission training; and
  - supporting TPCCs to design and institutionalize contact skills training (especially targeted for peacekeepers).

2 RECRUIT, SELECT, AND DEVELOP PEACEKEEPING PERSONNEL BASED ON A DUAL CAPACITY AND CHARACTER PROFILE

Evidence

Uniformed security personnel who hold a belief in rigid gender roles and/or a specific version of masculinity are more likely to escalate violence in mission, and less likely to identify SEA as a problem, or to report SEA and other forms of misconduct such as drink-driving, bribery, and violence against civilians. Both men and women report harassing-type behaviours in mission.

Recommendations to **advance an equal opportunity structure of POs.**

- Develop a character profile assessment tool that aims to identify the attitudes, assumptions, and approaches of uniformed security personnel in relation to UN and PO values and mandates. This tool should specifically incorporate questions in relation to beliefs about gender roles and masculinity – opinions on gender equality, including women in leadership and/or combat roles, support for or a tolerance of the use of violence against civilians and/or colleagues, and sexual assault and harassment. If the ultimate goal of POs is to build long-term sustainable peace, then it is necessary to recognize that a fit-for-the-future PO force will necessarily come with the **specific knowledge, skills, and character profile** to support and undertake this effort. **Prioritizing contact and combat skills alongside a character profile** aligned with the values and goals of long-term sustainable peace is a necessary factor.

- **Reward actions that reflect the desired character profile and contact skills of peacekeepers** – award medals and/or commendations to those who use conflict resolution and problem-solving and to those who engage in civilian support, protection, and care.

- Ensure that recruitment and selection practices, both at UN level for individual uniformed personnel, and at TPCC level for personnel who are part of a contingent, apply the full range of deployment criteria; and that pre-deployment and in-mission training aims to **advance both the character profile and the capacity of peacekeepers** in line with gender equality and sustainable peace.

- Require TPCCs to report the results of screening for misconduct (prior to deployment) including sexual and gender-based harassment and other forms of harassment and bullying, domestic violence, child abuse, and/or SEA.

Recommendations to **strengthen the agency of peacekeepers**.

- Develop deployment criteria outlining the character profile necessary to uphold the attitude, assumptions, and approaches of the PO.

  - Support peacekeepers to have the agency – capacity and character – to address and express concerns about workplace conduct and behaviours that undermine the goals of long-term sustainable peace based on equal security, safety, and livelihood. This includes accessible and known complaints mechanisms – both formal and informal.

- Support TPCC efforts to recruit, select, train, and deploy peacekeepers with both the capacity and character profile necessary to make decisions and take actions consistent with gender equality, WPS mandates, and long-term sustainable peace.

3 STRENGTHEN HARASSMENT AND BULLYING RESPONSE AND PREVENTION MECHANISMS FOR POs (BETWEEN PEACEKEEPERS AND INTERNATIONAL STAFF)

Evidence

Both men and women report harassing/bullying-type behaviours in mission, many of which are gender- or identity-based.

Recommendations to **advance an equal opportunity structure of POs**.

- Design and implement a policy framework to prevent and respond to harassment and bullying in POs between and among peacekeepers and other international staff. The current articulation for harassment in mission is limited to sexual harassment. A policy regulating respectful, equal, and inclusive conduct between peacekeepers and other international staff would ideally include both a formal reporting mechanism as well as an informal mechanism.[1] An informal reporting mechanism can increase reporting by providing personnel with an opportunity to report conduct that has not escalated so far, occurred so often, or continued for so long that it meets a standard of severity, frequency, and duration. As such, an informal reporting mechanism can enable early detection of harassing- or bullying-type behaviours. Similarly, informal reporting can provide the opportunity for informal intervention. For example, an identified person of trust could note with the individual in question that their behaviour or comment was unwanted and unwelcome, while eliminating the need to prove whether the behaviour meets a policy definition of harassment or bullying. Finally, a comprehensive policy framework will also include prevention efforts – actions and systems aimed at both creating awareness and building the skill of personnel to interrupt harassing and bullying behaviours. A comprehensive policy to prevent and respond to harassment and bullying would ideally include:

  - prevention efforts including **bystander intervention programmes** in mission and/or in the context of pre-deployment training, and outreach and awareness raising;
  - formal and informal reporting mechanisms that together enable early detection of harassing/ bullying-type behaviours;
  - appointment of persons of trust who can serve as a resource for and support to personnel with questions, concerns, and informal complaints; and
  - supervisor/command obligation to:
    - encourage respectful, professional, and inclusive behaviour (participation, collaboration, consultation)
    - discourage jokes, comments, or behaviours that undermine inclusion (bystander intervention).

- Require TPCCs to have their own domestic policies (national and/or institutional) on SEA, harassment (including sexual and gender-based harassment), bullying, and hazing that conform with minimum standards outlined by the UN.

Recommendations to **strengthen the agency of peacekeepers**.

- Support TPCC efforts to design and implement national and/or institutional policy mechanisms to prevent and respond to harassment (including sexual harassment), bullying, and hazing including:
  - supporting peacekeepers to have the agency – capacity and character – to address and express concerns about workplace conduct and behaviours that undermine the goals of long-term sustainable peace based on equal security, safety, and livelihood. This includes accessible and known complaints mechanisms – both formal and informal.

1   For an example, see 'Directive on Sexual Harassment in United Nations Peacekeeping and Other Field Missions for Military Members of National Contingents, Military Observers and Civilian Police Officers', p. 5.

- Support and institutionalize strategies to encourage, support, and foster bystander intervention[2] that will address behaviours and comments that could be understood as derogatory, unwanted and unwelcome, and based on gender stereotypes (or nationality, race, religion, age, physical appearance, sexual orientation, and so on) and, as such, impede women's ability and/or willingness to participate in roles or units contrary to prevailing gender norms (for example, combat/infantry roles and units) or men's ability and/or willingness to participate in roles or units contrary to prevailing gender norms (for example, service support roles).
- Hold leadership to account for failure to effectively:
  - uphold and adhere to gender-equal attitudes and values as demonstrated by behaviours and practices;
  - encourage respectful, professional, and inclusive behaviour (participation, collaboration, and consultation); and
  - discourage jokes, comments or behaviours that undermine respectful, professional, and inclusive behaviour (bystander intervention for leadership).

4 STRENGTHEN THE AVAILABILITY OF AND ACCESS TO MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT SERVICES INFRASTRUCTURE

Evidence

Both men and women reported a lack of access to mental health services or a lack of adequate services. Both men and women report problems on return from deployment, while women report significantly less formal support.

Recommendations to **advance an equal opportunity structure of POs**.

- Provide increased MHPSS to peacekeepers during deployment and care upon return from deployment (including services to family members), which could include:
  - psycho-social briefing and/or testing prior to deployment, also provided to the family of the deployed peacekeeper; and
  - an exit procedure aimed at facilitating follow-up access to mental health resources and other referrals.

Recommendations to **strengthen the agency of peacekeepers**.

- Support TPCC efforts to consistently provide MHPSS to returning peacekeepers. This could include identifying the concrete and gender-disaggregated needs of peacekeepers, following in-mission exit procedures to reintegrate into civilian life with their family and community, and providing support to family members during reintegration.

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2   See article from US Army Benelux, available at: www.army.mil/article/219828/be_an_active_bystander_in_preventing_sexual_assault (accessed 22 Sept 2020) and Bystander Intervention Training 'Quick Supplemental', available at: www.google.com/search?q=US+military+bystander+interven-tion&oq=US+military+bystander+intervention+&aqs=chrome..69i57.6828j0j7&sourceid=chrome&ie=UTF-8#

5 STRENGTHEN EFFORTS TO DIVERSIFY THE PROPORTIONAL REPRESENTATION OF WOMEN ACROSS RANK, ROLE, AND UNIT IN POs

Evidence

Qualitative data indicates that women are not proportionately represented across rank, role, or unit within POs.

Recommendations to **advance an equal opportunity structure of POs**.

- Encourage the distribution of women and men across rank, role, and unit within POs. This means that rather than have overall quotas for the deployment of women, **targeted quotas specific to rank, role, and unit would be more effective**, and should include women in non-traditional roles, *as well as men in non-traditional roles.* Advancing gender equality importantly requires that inequality is addressed for both men and women.
- Design and institutionalize **pre-deployment and in-mission cross-training and in-mission cross-assignment aimed at increasing the scope of roles and units that men and women are assigned to** (who may otherwise be assigned to roles or within units identified by the ORBAT based on their security institution role/unit).
- **Collect data (UN) on the rank, role, and unit of all uniformed security personnel** – in-mission rank, role, and unit as well as TPCC rank, role, and unit for those who deploy.

Recommendations to **strengthen the agency of peacekeepers**.

- **Address gender-based stereotypes in mission rhetoric and materials and avoid the tokenization of women**. This includes the routine association of women in POs in relation to the WPS agenda, working on GBV, with children and in humanitarian efforts; and the routine association of men with combat and operational-tactical work. Women, like men, should be represented undertaking the full range of contact and combat skills necessary for POs. Women, like men, should be represented for their contributions and the work they are doing, rather than on the basis of their gender.

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