FIELD ASSESSMENT
IMPLEMENTING EU GENDER POLICY IN EUMM GEORGIA

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PREFACE AND ACKNOWLEDGEMENT

In 2012, the Folke Bernadotte Academy (FBA) was assigned by the Swedish government to examine the implementation of the UN Security Council resolutions on Women, Peace and Security in Common Security and Defense Policy missions (CSDP missions). The project involved two components: a) a review of central European Union (EU) policy documents on gender and UN Security Council resolutions on Women, Peace and Security completed in 2012 (see Olsson and Sundström et al. 2012), and b) an assessment of the implementation of UN Security Council resolutions on Women, Peace and Security in a selected number of CSDP missions conducted in 2013. This field assessment of EUMM Georgia is an extensive version of the field assessment presented in the report "Gender, Peace and Security in the European Union's Field Missions" (ISBN 978-91-637-7154-5).

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1 INTRODUCTION

What does it mean to work with gender mainstreaming, gender specific measures, and women's participation in a civilian monitoring mission? The European Union Monitoring Mission in Georgia (EUMM Georgia) was established on 15 September 2008. The activities of the mission started onsite in Georgia on 1 October 2008, with the task of monitoring the implementation of the ceasefire agreement signed on 12 August 2008, by the warring parties – the Georgian state and the Russian Federation (henceforth Russia). The ceasefire agreement became known as 'the Six-Point Agreement' and its implementation was further specified in the Agreement on Implementing Measures (EUMM 2013a). The Six-Point Agreement contains the following provisions:

(1) The non-use of force;

(2) The definitive cessation of hostilities;

(3) Free access for humanitarian aid;

(4) The withdrawal of the Georgian military forces to their usual bases;

(5) The withdrawal of Russian military forces to the lines they held before hostilities broke out. While waiting for an international body, the Russian peacekeeping forces will implement additional security measures;

(6) The opening of international discussions on the modalities of security and stability in Abkhazia and South Ossetia (Embassy of France in Washington 2013).

The work of overseeing compliance with the agreements has been translated in the mandate to support 'stabilization', 'normalization', and 'confidence building', as well as report to the EU in order to inform European policymaking and, thus, contribute to future EU engagement in the region. As such, EUMM Georgia does not have an executive mandate but is intended to oversee and support ongoing local developments.[1] Georgia has also signed memorandums of understanding with EUMM Georgia concerning increasing transparency and limiting the use of Georgian police and military forces in the areas adjacent to the administrative boundary lines[2], something reflected in the monitoring tasks of the mission (EUMM 2013a). EUMM Georgia's mandate has been extended six times with no changes in the mandated tasks. The current mandate is set to expire on 14 December 2014 (Council of the European Union 2013).

In this context, what can it mean in practice to work with gender mainstreaming (i.e., efforts to adapt the mission's work to ensure that it improves the situation for both men and women), gender specific measures (i.e., actions meant to directly support gender equality efforts or to improve women's situation specifically) and women's participation[3] in the setting of a

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1 Although this study focuses only on EUMM Georgia, the work of the mission should be seen in the context of the wider comprehensive approach for the region, for example, as that supported by the EU Special Representative for South Caucasus and the Crisis in Georgia and the Delegation of the European Union Mission in Georgia (http://eumm.eu/en/eu_in_georgia/the_eu_in_georgia).
2 Separating Georgian government-controlled territory from Abkhazia and South Ossetia
3 This relates to efforts to ensure both the participation of men and women from the host society and the participation of male and female personnel in the mission (so called 'gender balancing').

civilian EU Common Security and Defence Policy (CSDP) monitoring mission overseeing a ceasefire agreement? By utilizing an assessment framework described under chapter 3, the purpose of this report is to further our understanding of practical realities in the field and to formulate recommendations on how to strengthen ongoing work.

MATERIAL AND DATA

The main material for this assessment was collected from interviews with key personnel in the implementation process at the EUMM Georgia Headquarters in Tbilisi, the Mtskheta Field Office, and the Gori Field Office.[4] These two Field Offices (out of three potential[5]) were selected because they displayed a varying range of assignments that provide a fruitful comparison of the handling of the conflict in one of the disputed areas, South Ossetia. Apart from mission personnel, a Georgian non-governmental organization called the Women's Information Center was interviewed to obtain an outside view of the mission's work.[6] In addition to interview material, the assessment has used open-source material, such as the official mandate of the mission, reports, and research. Restricted material was reviewed in order to obtain the relevant reference point for interview answers, but the specific content of this material is not directly displayed. To restrict the study primarily to open-source material limits the assessment but ensures that the report will be open material which then can be used for broader discussions.

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4 Because time for collection of data was limited, this approach is used in order to obtain more in-depth information on the personnel's experiences and perceptions. Note that in the case of EUMM Georgia, the Head of Mission position was not filled and the Deputy Head of Mission was just going on leave when the study begun.
5 The third is the Zugdidi Field Office, which focuses on Abkhazia, compared to the other two, which focus on South Ossetia.
6 Because about half of the respondents of the interviews asked to be anonymous, we have chosen to let all interviewees remain anonymous and to mark information given during interviews with "Interviews Georgia 2013".

2 STRUCTURE AND CONTEXT OF EUMM GEORGIA

In this section, we will look more closely at the structure of the mission and the context in which it operates. In particular, the gender specific dimensions and gender equality developments will be discussed in more detail.
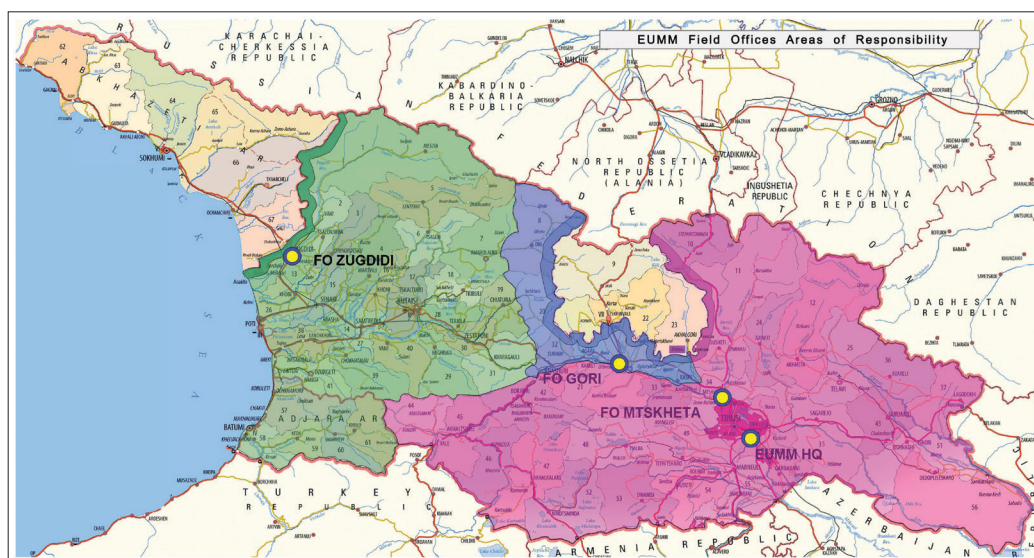
2.1 THE STRUCTURE OF THE MISSION

EUMM Georgia has its headquarters in Georgia's capital Tbilisi and has Field Offices in the towns of Mtskheta and Gori, which both focus on implementing the mission mandate in the areas adjacent to the administrative boundary line towards South Ossetia, and a Field Office in Zugdidi focusing on the areas adjacent to the administrative boundary line towards Abkhazia. In total, the International personnel[7] of EUMM Georgia numbers about 270. Of these, about 25 percent work at EUMM Georgia's Headquarters and 75 percent work in the Field Offices (EUMM 2013b). The main operative tasks of the mission are performed by the Field Offices, which monitor the compliance of the Six-Point Agreement in their respective areas of responsibility (as shown on the map below). Although EUMM Georgia is mandated to cover all of the Georgian territory, it does not have access to Abkhazia and South Ossetia. Hence, the mission has only a physical presence in the territories that are administered by the government in Tbilisi. Practically, this means that the monitors of the different Field Offices patrol their areas of responsibility, particularly along the administrative boundary lines separating Georgian Governmentcontrolled territory from Abkhazia and South Ossetia. The Field Offices produce reports on observations and information gathered during patrols or in meetings and sends the reports on to EUMM Georgia Headquarters in Tbilisi. The EUMM Georgia Headquarters then compiles the reports and sends them on to EU Headquarters in Brussels.

The three Field Offices are all divided into teams of monitors with different responsibilities connected to the mandate. More specifically, the Administrative Boundary Line Teams have the overall task of patrolling the administrative boundary lines and monitoring the security actors operating in the area. Official transit points, freedom of movement, and 'borderization' (the building of fences or similar barricades) are some examples of tasks on which the Administrative Boundary Line Teams focus (Interview Georgia 2013). The Compliance Teams also participate in administrative boundary line patrolling, but their main focus is on monitoring the forces of the Ministry of Interior and Ministry of Defence that is, the police and military forces of the Government of Georgia. This so they can see how they uphold the agreements and the memorandums of understandings between EUMM Georgia and the Georgian Ministries of Internal Affairs and Defence that further specify the 'non-use of force' part of the Six-Point Agreement (Interview Georgia 2013). The Human Security Teams are tasked with monitoring livelihoods, access to public services, and social contacts among the conflict-affected population along the administrative boundary line and in the camps for the Internally Displaced People (IDPs). These teams were described as being the ones primarily responsible for the interaction with civil society organizations (Interview Georgia 2013).[8]

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7 This report makes consistent use of the term "Personnel" as there exist varying uses of the terms staff and personnel. Hence, the use of the term personnel should not be seen as indicating the level in the organization on which a person works but just that it is a member of the mission.
8 That said, as the situation in the areas of responsibility of each respective Field Office varies somewhat, there is a certain degree of variation in terms of the specific tasks of each team depending on at which Field Office they are placed.

Overview of EUMM Field Offices and Area of Responsibility[9]

2.2 CONTEXT OF THE MISSION AREA

EUMM Georgia operates in the areas controlled by the Government of Georgia. The country as a whole has a population of about 4.5 million. It is a lower-middle-income country with 30 percent of the population living below the national poverty line.[10] Georgia is highly dependent on the agricultural sector, which in 2009 accounted for more than 50 percent of employment (see World Bank online a). Land has primarily been owned and inherited to a high degree by men, although legislation today prescribes equal ownership between men and women in terms of, for example, inheritance or in marriage. The country is located between Russia, Turkey, Armenia and Azerbaijan.[11] In distant history, Georgia saw domination by Romans, Persians, Arabs, Turks, and Mongols before being absorbed into the Russian empire in the 19th century. Following the Russian Revolution, the country proclaimed independence in 1918. However, in 1921 Georgia was incorporated into the Soviet Union until it was dissolved in 1991. Since then, Georgia has been independent but has experienced several armed conflicts over territory, primarily concerning the breakout regions of Abkhazia and South Ossetia. Both regions have demanded independence from Georgia and, in the case of South Ossetia, also sought to be incorporated into Russia (Regeringskansliet 2013, UCDP online).[12] These conflicts have resulted in a large number of IDPs within Georgia. The conflicts which took place in the 1990s resulted in approximately 215,000 IDPs (NRC/IDMC 2012). In August 2008 the conflict between Russia and Georgia broke out and hostilities lasted for five days before the ceasefire agreement was signed (Regeringskansliet 2013). The conflict triggered a new wave of IDPs, and at the start of 2014, there were still approximately 260,000 IDPs in Georgia (UNHCR 2014). Because EUMM Georgia was created as a result of international efforts to resolve the conflict in 2008, it is appropriate to look more closely at the conflict. This will also provide a better understanding of the work and experiences of EUMM Georgia's personnel.

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9 Courtesy of EUMM Georgia.
10 Numbers from 2009. See The World Bank. (2013a) for definitions and comparisons. The number of people living below the poverty line increased between 2008 and 2009, particularly in the rural areas.
11 For a more in-depth description of the Georgian economy, see World Bank (online b).
12 For more details of Georgia's conflicts, see UCDP (online).

2.2.1 The Armed Conflict in 2008

According to the EU's Fact Finding Mission on the Conflict in Georgia, the war began when a Georgian artillery attack struck the town of Tskhinvali (South Ossetia) on the night between 7 and 8 August 2008. Georgian military movement targeting the town and the area surrounding the town was under way, and soon fighting had commenced involving Russian military units and Abkhaz and South Ossetian militia. The Georgian military units were pushed back, and as a counter-movement Russian forces, using air strikes and parts of their Black Sea fleet, advanced into Georgian territory. Abkhazia, a region not physically connected to South Ossetia, became the second theatre of conflict as Abkhaz militia, supported by Russian forces, advanced into Georgian territory, taking and holding the Kodori Valley (IIFFMCG 2009, 10-11). The direct conflict phase lasted five days. Approximately 650–850 persons lost their lives, and about 2,000 persons were injured as a result of the conflict (IIFFMCG 2009, 5; UCDP online). After the conflict, the Six-Point ceasefire Agreement brokered by the EU Presidency officially ended the violence. South Ossetia and Abkhazia proclaimed independence, which was recognized by Russia. As a consequence, EUMM Georgia has not gained access into the South Ossetian or Abkhazian regions (UCDP online).

Gendered Effects of the 2008 Conflict

The 2008 conflict was fought between regular military units of Georgia and Russia but also involved militias from South Ossetia and Abkhazia. All these actors were male-dominated, meaning that soldiers and militias who lost their lives in battle were almost exclusively male. Research shows that men, as both soldiers and civilians, tend to be the primary casualties in armed conflict (see, for example, Urdal and Che 2013, 490). Nevertheless, the risk of being killed increases for both men and women when it comes to non-combatants who die from battle-related causes. Attacks which claimed civilian casualties and the use of certain forms of weaponry, such as cluster munitions that do not separate combatants from non-combatants, have been attributed to both the Georgian and the Russian sides of the conflict. In addition, deliberate acts of violence against civilians as well as looting and burning of houses and villages took place during and after the conflict. This violence is mostly attributed to the South Ossetian militia (see for example, IIFFMCG 2009, 351; UCDP online). The South Ossetian militia has also been accused of extra-judicial killings and rape during the conflict. The international organization Human Rights Watch (HRW) reports to have received numerous reports of rape during the August war. Due to the sensitive nature of the crime, only two cases of rape were able to be documented by HRW in the direct aftermath of the conflict (Human Rights Watch 2009: 159).

One of the most visible lingering effects of the conflicts in Georgia, both that of the 1990s and that of 2008, is the large number of IDPs. For EUMM Georgia's personnel, one key task is therefore interaction with the IDPs. Several studies have shown that forced migration, just like conflict violence, is a highly gendered process (see, for example, Jaji 2009 and Gurujara 2000). This means that the experiences of, and effects on women and men differ and that gender roles may change as a result of becoming IDPs. Studies that focus on gendered roles of internally displaced persons in Georgia are in line with these findings and describe

a situation where the internally displaced women in many cases have needed to take over the traditionally male 'breadwinner' role in the family, while still performing their 'old' tasks in the household, including taking care of the children (Naskidashvili 2013). Some interpret this as proof that women find it easier to cope with being internally displaced than men, who in contrast to their female counterparts have faced a more difficult time to adapt. One explanation is that the changes in roles are greater for men than women. Because men are considered to be the main owners and users of agricultural land, male IDPs experience loss related to both property and their role as a laborer. This has led to men becoming unemployed and unwilling to take on menial tasks not associated with their previous roles.[13] Kabachnik et al. (2012) call this phenomenon in Georgia 'traumatic masculinity', where the hyper-masculine, or dominant male role remains the norm in a circumstance where it cannot be sustained practically.[14] As one EUMM Georgia member phrased it, 'the women become "locals", the men become "IDPs"' (Interview Georgia 2013). Possibly, this situation can be attributed to women constituting the majority of those engaged in peacebuilding work in Georgia (Interviews Georgia 2013). Because forceful displacement in all forms of emergencies can have such different effects for men and women, a key lesson is to ensure that data on such groups are gender-disaggregated, including age and education levels, and properly analyzed (see, for example, Dakkak et al. 2007, 42-44).

Thus the context in the EUMM Georgia area is gendered in terms of conflict dynamics and effects. Naturally, gender equality developments in Georgia in general also affect the conduct of the mission in terms of understanding the varying roles of men and women in society and the changing political climate.

2.2.2 Gender Equality Developments in Georgia

As in all states, gender equality discussions and developments concerning women's rights are on the political and legal agenda in Georgia. Georgia signed the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1994. In the 2012 report, Georgia describes itself as a country that has introduced substantial changes in both legislative frameworks and practice in the field of equality for women. For example, the parliament of Georgia adopted a 'Concept on Gender Equality' in 2006 and, building on the concept, the 'Law on Gender Equality' in 2010 along with several action plans against trafficking, against domestic violence, on gender equality, and for the implementation of UN resolutions related to the women, peace and security agenda (CEDAW 2012). That said, Georgia remains a male-dominated society where few women are in leadership positions. For example, in 2012 women made up only 12 percent of the seats in the Georgian parliament (see Inter Parliamentary Union 2013).[15]

In the social-economic and normative areas, several processes are ongoing which can potentially have contradictory effects on gender roles and, hence, gender equality. For example, Georgia is undergoing increased urbanization, which is slowly starting to affect gender roles by opening up more economic opportunities for women. However, NGOs working for increased gender equality describe Georgian society as changing in terms of women increasingly participating in the economy but still maintaining stereotypical ideas

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13 This observation is further supported by gender-disaggregated statistics from the World Bank, which show lower unemployment rates for women than for men. Moreover, although both men's and women's unemployment rates rose in 2008, women's unemployment rates decreased faster than men's (see World Bank online).

14 This phenomenon is not unique for reporting from Georgia. See for example, Meertens's (2003) description of similar developments in Colombia.

15 See the database from the Inter-Parliamentary Union (2013) for more information.

concerning gender roles. An example of such stereotypical ideas is that women should remain in the domestic sphere and care for children and household chores, whereas men are viewed as breadwinners that occupy the public sphere. These ideas exist in parallel with a substantial portion of the population still being positive towards women's education and employment. This contradiction can largely be ascribed the growth of conservative forces, such as religion or nationalism, in the vacuum of post-Soviet independence. These forces tend to enforce conservative gender roles, simultaneously as economic and political developments contribute to practical changes in gender roles (see, for example, Kvinna till Kvinna online; Chitashvili et al. 2010; Naskidashvili 2011). Interviews with EUMM Georgia personnel demonstrated a high degree of awareness of the societal changes, as well as contradictions in gender roles and the situation for Georgian women and men. It should however be noted that members of the mission did not always know how to use this knowledge in relation to their tasks. Several respondents made the point that there are differences between the countryside, where gender roles are perceived as more set and static, and large cities such as Tbilisi where gender roles are less so (Interviews Georgia 2013). Traditional gender norms also affect the potential to address domestic violence, which remains a taboo topic in Georgia. In a comprehensive research report on domestic violence in Georgia published in 2010, 78 percent of the participating women considered domestic violence to be something that should be dealt within the family (Chitashvili et al. 2010).

3 THE ASSESSMENT FRAMEWORK

Realizing EU Gender Policy in a mission involves a broad range of issues. To get a good overview of all this ongoing work and lessons learned, the assessment framework divides the work into four so called 'working areas': external integration, external participation, internal integration and internal participation. Under each area, a number of points are then identified in order to further focus the assessment (see Figure 1 below for an overview). The assessment of the mission's work related to these 'focus points' is then guided by key questions.

	Integration (i.e. how do we gender mainstream and make use of specific measures?)	**Participation** (i.e. how do men and women take part in the work?)
External (i.e. how is the situation in the mission area addressed in order to fulfill the mandate?)	**A1. Mandate implementation** – Formulation and interpretation of mandate assignments – Execution of assignments	**A2. National actors** – Interaction with local women and men – Interaction with state actors – Interaction with women's organizations in the host society
Internal (i.e. how do we organize our own work?)	**A3. Work structure of the mission** – Use of Support Functions – Data Collection and Analysis – Planning – Reporting and Benchmarking – Funding – Education and Training	**A4. Mission personnel** – Employment of male and female personnel — in all functions and at all levels – Work environment – Standards of Behavior

Figure 1: The Four Working Areas of the Assessment Framework

By systematically assess the ongoing work in these four working areas, it becomes possible to obtain a deeper understanding of the practical realities when EU Gender Policy is to be translated into action. The use of the framework enables the formulation of more precise recommendations on how to further strengthen ongoing efforts to realize the aims of the EU concerning the UN resolutions on women, peace and security.

4 THE EXTERNAL WORKING AREA: REACHING THE MANDATE OBJECTIVES

The integration of a gender perspective and the work with participation must be based on the mandate of the mission in order to be effective and goal-oriented. Thus, addressing the external working areas requires to; (1) to consider the gender aspects of mandated assignments (including the ways they are executed) in order to understand how they should be mainstreamed as well as (2) to identify gender specific measures related to supporting gender equality efforts and women's situation specifically. The interactions with external actors in the host society, particularly government actors as well as women's organizations, to mention two groups identified in EU Gender Policy, are central. In short, how is the external situation addressed in order to achieve the mandated objective?

4.1 EXTERNAL INTEGRATION: A MONITORING MANDATE AND ITS EXECUTION

The first working area (A1 in the figure) concerns external integration. This looks more closely at the integration of a gender perspective in the mandate implementation of a CSDP mission when personnel strive to achieve the main objectives of the missions. Hence, are writings on gender mainstreaming (i.e., efforts to adapt work to ensure that it improves the situation for both men and women) and gender specific measures (i.e., actions meant to directly support gender equality efforts or improve women's situation specifically) included in the mandate and the operational documents that guide implementation in the field? To answer these questions, it is central to look more closely at both the interpretations of the main mandate assignments and review the operational documents. The next step is then to examine more closely the gender mainstreaming and gender specific measures undertaken in the day-to-day execution of the mandate.

As background to these questions, it is important to know that when the EU has adopted a mandate, it is translated into a Concept of Operations (CONOPS) outlining the main components of how the mandate should be understood. In the next step, this concept is broken down into more concrete measures outlined in an Operation Plan (OPLAN). The OPLAN is then further specified in such documents as a Mission Monitoring Plan or Mission Implementation Plan, which gives an overview of the day-to-day monitoring tasks of the mission (Standing Monitoring Tasks). The final stage is the individual Fragmented Orders (FRAGOS) in which specific tasks are described, and the Special Operations conducted by a mission. Depending on where a person is placed in the mission, different documents direct their work. Notably, as identified in EU Gender Policy, these documents guide and control the mission's main mandate implementation, which makes it central for them to describe how gender mainstreaming should be done or how individual monitors or staff should realize gender specific tasks. The EU Gender Policy itself can also be used to further gender-aware implementation. We will now review these guiding documents and also look closer at what we can learn from the experiences and perceptions of personnel working with the daily execution of tasks and operations in EUMM Georgia.

4.1.1 Interpreting the Mandate

The task to oversee compliance with the Six-Point Agreement has, in the mandate of EUMM Georgia, been translated to a focus on stabilization, normalization, and confidence building. Although the mandate does not mention gender or the resolutions on Women, Peace and Security,[16] the mandate is meant to be carried out through monitoring, reporting, and analyzing the following aspects:

› Freedom of movement

› Violations of human rights and international humanitarian law

› Rule of law

› Effective law enforcement structures and adequate public order

› Political and security aspects of the return of internally displaced persons and refugees

In accordance with EU Gender Policy, the majority of these aspects are identified as having direct gender specific effects in terms of how they are implemented. This means that how a mission approaches the implementation of these aspects will affect women and men in different ways. To ensure that both men's and women's concerns are considered, implementation must be done in a gender-aware manner (see Olsson and Sundström et al. 2012 for a discussion on EU Gender Policy in these areas). Other aspects, such as freedom of movement (not least in crossing borders and in detention), which are not yet detailed in EU Gender Policy, are becoming recognized internationally as having clear gender specific dynamics as well as affecting future gender equality developments, not the least of which is women's opportunity for agency (see, for example, The World Bank online c[17]). In addition to outlining the need for gender mainstreaming to be practiced when implementing the mandate, EU Gender Policy also notes the need to work specifically with gender equality – using gender specific measurements – because gender equality should be a fundamental principle in all the EU's work with the CSDP (Council of the European Union 2008a, see also Olsson and Sundström et al. 2012 for a discussion).

A gender-aware analysis should, thus, be included when seeking to understand the mission mandate. We know, however, from EU's indicator report 2011 (Council of the European Union 2011) that although few mission mandates – written in rather abstract language – include explicit wordings on gender, gender equality, or women's situations; the documents which deal more with implementation, such as the OPLAN and Mission Monitoring Plan, can still contain such information (Council of the European Union 2010a). The question to pose to the material then becomes: Do the operational documents consider gender mainstreaming and gender specific measures?

A Review of Operational Documents

The EUMM Georgia received a new OPLAN in September 2013. The main text of the new OPLAN is primarily technical and gender is not mainstreamed throughout the text. Rather, it contains little information related to gender aspects of mandate implementation. That said, there is one annex: Annex G (hence one among many annexes), which clarifies how the mission should work with 'gender'. This is placed in the same annex which deals with

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16 As the EU Indicator report from 2011 (Council of the European Union 2011) displays, this was the case for almost all EU missions.
17 The World Bank releases a report looking specifically at women's agency, where freedom of movement is one central area, in spring 2014 (see World Bank (online c) for more information).

human rights and both international humanitarian law and criminal law.[18] This annex outlines the need for gender to be systematically addressed during the implementation of the EUMM Georgia mandate and for gender mainstreaming to be given particular attention in line with the resolutions on Women, Peace and Security. It also includes information that the monitors working for the mission should make note of sensitive issues pertaining to age and gender. The personnel should include gender-related aspects in reporting and, as appropriate, information on Gender-Based Violence, local women's roles as actors, and sex-disaggregated statistics. In this, the EU Checklist on Gender Mainstreaming is suggested as a support measure. However, interviewees felt that although instructions on what to include were present, they continued to feel very insecure about how to put these guidelines into practice (Interviews Georgia 2013).

The review of the OPLAN annex also identifies the need for the mission to take an active role in relation to gender and national legislation (within its sphere of responsibility) and to support gender mainstreaming in Georgia (Interviews Georgia 2013). In doing so, the new OPLAN is in line with EU Gender Policy that specifically states that the support of reviews of constitutions and laws to eliminate discrimination are central areas for EU missions (Council of the European Union 2008b). It is also in line with the EU's more general commitment to contribute to increased equality between men and women during and after armed conflict and in situations of fragility (Council of the European Union 2008b).[19]

When it comes to the more concrete interpretation and execution of the mandate, particularly relevant for work at the Field Offices, the Planning and Conduct Unit of the EUMM Georgia has created a Mission Monitoring Plan. In this document, the standing monitoring tasks of the mission are specified and the special operations related to the execution of the mission mandate are outlined. Will instructions on how to work in a gender-aware way be included in this more detailed level of assignment description?

The Mission Monitoring Plan outlines the standing monitoring tasks of the mission in a detailed manner. The document is not an open source, but more generically, the plan divides tasks into categories and then attaches monitoring tasks to these. It then specifies both the 'owner' of the task and which EUMM Georgia functions should participate. Finally, it identifies which key partners/interlocutors should be contacted. Out of the 70 standing monitoring tasks described in the Mission Monitoring Plan, only three specifically mention gender or the resolutions on women, peace and security as relevant topics in the description of the task. A review of the document shows that the absolute majority of the other tasks do not display any awareness of gender, aspirations to gender mainstream, or signals to those responsible for the task that it should be conducted in a gender-aware manner.

Of the three gender specific monitoring tasks, the main owners are the EUMM Georgia's Gender Adviser and the Field Office Gender Focal Points and sometimes Team Leaders and relevant Liaison Officers. Examples of activities to be performed are participating in meetings, facilitating links between interlocutors, and monitoring and following up of commitments to implement activities. Meetings with women's organizations are emphasized in one task and are included as an objectively verifiable indicator (the number of consultation meetings facilitated between women's organizations and Georgian Government representatives). The minority of the more general standing monitoring tasks in the Mission Monitoring Plan which do contain some gender-aware formulations primarily include instructions on

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18 As noted in EU's Lessons Learned report, the responsibility for human rights and gender is also quite often placed with the same adviser (Council of the European Union 2010a).
19 This also relates to broader EU commitments in Georgia, such as the European Neighborhood and Partnership Instrument (see European Commission (2013) for more information).

collecting gender-disaggregated data. An example of this is the monitoring task related to patterns and reasons why the population crosses the administrative boundary line to South Ossetia. However, as described by the interviewees, this was not always done. Moreover, the interview context and method were not always considered from a gender perspective (Interviews Georgia 2013). A few respondents suggested that the standing reporting templates they use on patrols could have a box for entering the sex of the interlocutor so that it would always be included (Interview Georgia 2013).[20]

4.1.2 Practical Execution of Mandate Assignments

The section above discussed the interpretations of the mandate as translated into key operational documents. We will not investigate the lessons learned from how the mandate is executed through daily implementation of regular and standardized tasks. In addition, we will look more closely at the special operations used by the missions. During an operation, the whole mission focuses on certain thematic tasks for a specific time period. What can we learn from EUMM Georgia's work on such operations?

Regular and Standardized Tasks

As can be understood from the above discussions about formulations in the operational documents, the text generally was not gender-aware (Interviews Georgia 2013). That said, there were still clear efforts by personnel to mainstream the execution of the mandate assignments as they were coordinated at the Headquarters in Tbilisi. This was assisted by the annex in the OPLAN which specifies that activities with impact on gender should be coordinated with the Gender Adviser. The Gender Adviser is also tasked with working with the different leadership positions of the mission in order to provide expertise and advice for integrating gender perspectives and to establish gender-sensitive practices (Interviews Georgia 2013). When interviewing the staff of the EUMM Georgia Headquarters in Tbilisi, we concluded that the practice of including the Gender Adviser to ensure that gender was properly included seemed well established. Interviewees stated that they made efforts to include the Gender Adviser in meetings and passed newly produced Fragmented Orders to the Gender Adviser to ensure that gender aspects would be considered. In addition to the work with the Gender Adviser, a few of the key personnel at Headquarters had also 'gender proofed' their work on their own initiative (rather than that being something included in their job description). This could be done because they already had a good understanding of how to work in a gender-aware manner (Interviews Georgia 2013).

Regarding general implementation at the Field Office level, where the monitoring tasks are executed, many of the mission personnel stated that they passed on the responsibility for working with 'gender' to the Gender Focal Point or the Human Security Team based at that office. While this can seem disconcerting, it does bring up the central question of how personnel understood what working with 'gender' actually meant. The question became even more relevant as many told, in rather detailed terms, how they had applied gender-aware working methods when executing their tasks or about the importance of having both male and female personnel on patrols (i.e., gender balancing). However, the same respondents did not define this as working with 'gender'. For example, some respondents described how important it was to collect information from both local men and local women and that the

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20 This assessment did not have access to these templates to follow up on this statement.

team worked hard to always include monitors of both sexes in their patrols. However, when the same respondents were asked how they specifically worked with gender issues, they stated that they did not work with gender as such, and that this was something for the Gender Focal Point or the Human Security Team. In addition to using more gender-aware working methods and ideas around gender balancing in the teams, the majority of respondents showed a situational awareness of the area of responsibility that was gender-aware in terms of having both rather good knowledge of the division of labor between men and women in Georgia and the situation for both men and women in the IDP camps. Many respondents also expressed insights into the differing security concerns for local men and women, and some could give examples of how they used this awareness in their work or adapted their work to these circumstances (Interviews Georgia 2013). But, again, few considered this as part of gender mainstreaming their work. This situation indicates that there is a need to clarify and, more specifically, outline what it actually means to practically work with 'gender' in the mission. Examples of this includes posting practical and time-realistic objectives in relation to existing tasks and giving practical instructions on how to gender mainstream specific working methods and tasks. Such clarifications would also allow the staff to use their already existing knowledge of the mission context more effectively. It also appears central to nuance the terminology because gender mainstreaming in implementation does not seem to be considered as working with 'gender'. Rather, 'gender' appears to be perceived as a specific 'issue' equated only with directly supporting 'gender equality' efforts.

In conclusion, when working with 'gender' was associated with a specific 'task', the majority of respondents placed the responsibility for this on the Human Security Team. This is the team that monitors livelihoods, access to public services, and social contacts among the conflict-affected population and that interacts with civil society organizations. That said, a minority took issue with the perception that 'gender' was a task primarily for the Human Security Team. One respondent expressed the view that it was a misperception of the tasks among the teams because all teams have the same responsibility to include a gender perspective in their daily tasks (Interview Georgia 2013). Another respondent said that the Field Office Chief instead had been very clear on the point that gender mainstreaming was the responsibility of all staff (E-mail correspondence 2013). This means that gender awareness could be related more to personnel awareness rather than to an institutionalized approach.

In the daily implementation we asked how much it helped to have gender aspects outlined in the operational documents. Interviews provide no clear picture, but instructions do not appear to create an automatic solution. For example, in spite of the Mission Monitoring Plan outlining that working with a gender perspective is not only placed on the Human Security Team but also on the Compliance Team, this was not always considered. More specifically, the work of the Compliance Team included observing the question of detentions by South Ossetia of Georgians crossing the administrative boundary line. This work, which to large extent was conducted through interviews with former detainees, was not executed explicitly with a gender perspective. They had a general understanding of the gender-disaggregated statistics of who got detained (an absolute majority male) and how men and women might consider detention differently. From this information, however, they had not developed interview techniques and the like so that they could effectively collect more nuanced information. Because 'gender' also appeared to be considered primarily to entail 'women', they did not analyze the fact that men were the primary detainees as a gendered

phenomenon, although they used components of a gender analysis to conclude why this was the case (such as it being related to gendered labor roles) (Interviews Georgia 2013). The general impression after interviewing staff was, thus, that if general instructions regarding practical implementation existed, not all staff was familiar with them. They could also not connect gender awareness to their work in an explicit manner even if the components were there in terms of basic competence.

If the formulations in the main guiding operational documents could be suspected as having only a limited impact, did EU Gender Policy provide guidance? In fact, the policy states that it could be used by all those working with CSDP missions. Of the interviewees, a minority had read the policy. The respondents described an overload of official documents, and more than one respondent answered that if you were to read all the official documents, you would not have time to do anything else (Interviews Georgia 2013). The policy documents were also considered too abstract. Many respondents wanted more accessible, and shorter, documents relevant directly to their function. One respondent suggested a sort of 'pocket card' for monitors, where practical tips on gender-aware monitoring practices would be described, a suggestion included in the new OPLAN (Interview Georgia 2013). In addition, this study suggests that instructions on gender-aware working methods should be included in daily guiding documents, such as Standard Operating Procedures or Terms of Reference for certain positions. These instructions should then be connected, in a systematic way, to central documents such as the Mission Monitoring Plan. Doing this could also counteract the misunderstanding that 'gender' is a separate issue, and it could increase the possibility for staff to see gender mainstreaming as a part of regular implementation of tasks in everyday work. It would also help personnel realize that doing so contributes to a better future situation for both men and women in accordance with the resolutions on Women, Peace and Security.

Special Operations: Hofors, Devin, and Westerpark

In addition to regular implementation of daily tasks, EUMM Georgia planned for 13 Special Operations throughout 2013. During an operation, the whole mission focuses on certain thematic tasks for a specific time period. Conducting operations is part of regular mission practice and an operation lasts on average between two weeks and two months. The operation should result in a special report with the primary objective of supplying EU Headquarters in Brussels with relevant information. In addition, the special reports are often used to strengthen the mission's internal work during, for example, training and briefings on specific topics. Operations can also be repeated on a yearly or bi-annual basis. The purpose of repeating operations at regular intervals is that the effects of an action or a new policy can be traced and analyzed by the mission. Two of the operations conducted in 2013 were specifically focused on gender specific tasks – Operations Hofors (external focus) and Devin (internal focus) – and one, Operation Westerpark, outlined increased knowledge about women's situations as one central component (Interviews Georgia 2013). Let us look more closely at the above-mentioned operations as they can shed light on how to work with gender in specific operational settings.

Operation Hofors had an external focus that is it focused on supporting Georgian gender equality developments (i.e. a gender specific measure). The operation has been executed twice: the first time in 2011 (Hofors I) and the second time in 2013 (Hofors 13) (Interview Georgia 2013). The first Operation Hofors was shared with the Georgian parliament in

order to support the Georgian process of formulating a National Action Plan for implementing resolution 1325. The National Action Plan was then adopted in December 2011 (it runs from 2012 to 2015) and aims mainly at:

> [I]ncreasing the participation of women in the peace process and the security sector; preventing all forms of violence against women, especially those related to sex or gender; protecting women against all kinds of threats, and safeguarding their physical, mental and economical security; and addressing the specific needs of women during and after conflict periods. (National Security Council of Georgia 2011)

The second Operation Hofors was then conducted to support the follow-up of the implementation of the National Action Plan. The main purpose of Operation Hofors was thus an undertaking of EUMM Georgia in support of the internal Georgian process to implement resolution 1325 and address issues of gender inequality. Interestingly, an additional purpose of the operations was to increase the knowledge among mission personnel regarding the situation of Georgian women in the mission area (the outcome of Hofors I was also used as a baseline for two of the three gender specific monitoring tasks mentioned earlier). As expressed by many interviewees, Operation Hofors had functioned as an eye-opener for the staff on how to work in gender-aware and gender-sensitive ways because it included specific instructions and questions adapted to the monitoring level (Interviews Georgia 2013).

Whereas the Hofors operations focused primarily on increasing the knowledge of the external implementation, the second gender specific operation, Operation Devin, had primarily an internal focus. This operation focused on estimating the progress of gender mainstreaming within the main work of EUMM Georgia, based on the directions in EU Gender Policy that all CSDP missions should provide annual thematic reports on gender aspects (E-mail correspondence 2013; see also Olsson and Sundström et al. 2012 for a discussion about the policy). Because many interviewees (at both EUMM Georgia Headquarters and the Field Offices) expressed their thoughts that EU Headquarters at Brussels had given little or no direction regarding how to work with gender or the resolutions on Women, Peace and Security in the mission, this was one of the few examples of answers where the decisions taken by the EU were perceived to have a more direct effect (Interviews Georgia 2013).

The two operations described above are examples of operations focused entirely on gender dimensions, particularly women's situations and the resolutions on Women, Peace and Security. However, there were 11 other operations conducted in 2013. As an example of how gender dimensions could be incorporated in mission work (along the lines of gender mainstreaming), let us look more closely at Operation Westerpark. This operation focused on assessing how EUMM Georgia had contributed to the stabilization and normalization process in Georgia—core aspects of the mission's mandate. A review of the Fragmented Order on which the operation is based displays that it contained instructions that at least 30 percent of those interviewed among the Georgian population should be women. The questionnaire template for Operation Westerpark then contained a box for entering the gender of the interviewee. To use this explicit approach of including gender specific writings in the instructions and templates is a recommendation from this assessment as a cost-effective way to address one aspect of gender mainstreaming, i.e. the collection of sex-disaggregated data. This then needs to be followed up through gender-aware analysis and an increased capacity to conduct gender-aware monitoring through training. We will discuss this further under the section on internal integration.

4.2 EXTERNAL PARTICIPATION: INTERLOCUTORS, COOPERATION AND DISTRIBUTION OF INFORMATION

External participation (A2 in the figure) focuses on how to ensure that both local men and local women can participate in and contribute to processes related to the implementation of the mandate. Similar to looking at mandate interpretation and execution, there is a need to start by reviewing the operational documents. Do the operational documents provide guidance on how to conduct interaction and if so, what forms of interaction are outlined? Are there for example exchange of information, cooperation, or direct support? And if so, with which actors? Apart from what is contained in the operational documents, it is important to learn from ongoing efforts. How, when, and to what purpose are interactions with external actors conducted? Here it is important to note that the work of the mission concerning external participation takes place on several levels of the mission — from the highest mission leadership's meetings with Georgian government (state) actors down to the monitor's daily interactions with local government institutions, civil society organizations, and the Georgian population. Moreover, women's organizations are identified as a particularly central actor for the work with resolutions on Women, Peace and Security. Because the work with external participation can be considered to involve two particular groups of actors — state actors and women's organizations - this section will then discuss the examples of the mission's interactions and cooperation with them more specifically.

4.2.1 A Review of Operational Documents

A review of the OPLAN, including the annex on 'gender', shows that EUMM Georgia should cooperate closely with Georgian authorities, non-governmental organizations, women's groups, and civil society as well as the academic community in order to enhance gender mainstreaming in Georgia. Support for promoting gender issues in the national legislation (within its sphere of responsibilities as outlined in the mandate) is mentioned particularly. In addition, the review of the OPLAN finds that the Gender Adviser has a particular responsibility for liaising with relevant local and international counterparts in relation to gender equality issues.

These considerations in the OPLAN that concern which particular actors the mission are to interact with, should then be followed up in the Mission Monitoring Plan as this plan identifies and specifies key partners/interlocutors to be in contact with for the different standing monitoring tasks. For example, the Political Advisers and other key personnel at the EUMM Georgia Headquarters was described to interact at the governmental level with the Georgian Ministry of Internal Affairs which controls the police, and the Ministry of Defence which is in charge of the military, while the Compliance Teams was described as being in regular contact with representatives of the same ministries at the field level (Interviews Georgia 2013). A review of the Mission Monitoring Plan shows that the standing monitoring tasks frequently prescribe interaction with state actors in the way described above, which is, with Headquarters in Tbilisi having direct contacts with the Government of Georgia and the Field Offices with their representatives in the field. Several different personnel categories are involved, depending on the focus of the task and on which level the interaction is to take place.

Regarding guidelines in the Mission Monitoring Plan for interaction with women's organizations, the review however shows that this plan mentions women's organiza- tions[21] only once although 'NGOs' or 'civil society representatives' are mentioned more frequently. Mission personnel did point out that they included women's organizations in these categories in spite of them not being specifically mentioned. It is however important to note here that a mapping of the NGOs' work in Georgia had shown that the majority of NGOs are run by, and composed of, women (Interviews Georgia 2013). This does not mean that these organizations call themselves 'women's organizations' or that they focus on women's rights or situations (which underlines the importance noted in the policy review of separating organizations working for women's rights from women-dominated organizations working with, for example, peacebuilding; see Olsson and Sundström et al. 2012, for more discussions). The review shows that the only standing monitoring task that mentions women's organizations uses the number of meetings facilitated between women's organizations and Georgian ministries as a verifiable indicator of its progress.

If these are examples mainly from the guiding documents, let us discuss the examples of practical external interactions and cooperation more specifically.

4.2.2 Interactions with Government Actors

In accordance with the OPLAN, the Head of Mission should hold regular meetings with counterparts at the national ministerial level. According to the interviews with the mission staff at the mission Headquarters, gender issues were raised during such meetings. However, interviews gave no concrete examples of issues discussed (Interview Georgia 2013). Apart from the leadership, liaising on the Missions Headquarter level about gender aspects was primarily done by the Gender Adviser. This involved meetings with government officials responsible for gender equality. The most prominent example of such an interaction between the EUMM Gender Adviser and the Georgian state actors took place in relation to Operation Hofors, which supported the Georgian Government formulation of the Georgian National Action Plan (Interviews Georgia 2013).

In addition to the Headquarters interacting with the state actors at the national level, the Field Offices regularly have meetings with local government representatives, such as governors, mayors, local police chiefs, and military commanders. It was unclear whether gender specific aspects were brought up systematically in the regular meetings (Interviews Georgia 2013). Instead, Operation Hofors was often referred to as an example of when these aspects had been discussed. The impression was that if such issues were discussed outside of Operation Hofors, it seemed to depend on the interest and knowledge of individual mission members rather than it being a recurring and institutionalized part of meetings. For example, some respondents answered that such questions were the responsibility of the Human Security Team, and some answered that if given a particular task, they worked with gender issues; otherwise they did not bring up such aspects. Others would answer that they regularly brought up gender issues in their contact with interlocutors because gender is a cross-cutting theme, like human rights, which should be incorporated in everyone's work (Interview Georgia 2013). Thus, it appears to be related more to a personal capacity for working in a gender-aware manner than

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21 Resolution 1325 states that women should participate in the entire peace process. This means that they should be present from peace negotiations to formulating and executing both peacebuilding and reconstruction programs. Women's organizations are identified as particularly important actors and are thus the focus in this section.

it was to being part of an institutional method when conducting monitoring. What was also interesting to consider in developing such methods is that a few respondents expressed the view that some monitors might have problems asking certain gender specific questions. One respondent (although not being a monitor) specifically noted that a former military member might feel uncomfortable asking Georgian military men questions about women's situations. 'Don't send a military to speak about women with other military, you wouldn't send a civilian to talk about weapons with a military' was the simile used by this respondent. One can however easily see the benefit of having such 'ordinary' former military staff asking these questions as it shows interlocutors that developments relating to women's situations are important for the mission. Perhaps the importance of such efforts by 'ordinary' staff should be communicated more firmly by the mission leadership.

4.2.3 Interactions with Women's Organizations

Because local officials and other 'formal' interlocutors with peace operations in general are male, one particular focus for resolutions 1325 and EU Gender Policy is the inclusion of local women in peacebuilding. This occurs through interaction with women's organizations. During a CSDP mission, interaction with women's organizations can take many forms depending on the purpose of the exchange. Interaction can for example take place to support women's organizations' contribution to a peace process or to exchange information for better situational awareness and insights into ongoing political processes. One concrete example of this was when women's rights to land was on the Georgian political agenda, particularly concerning IDPs, and the Gender Adviser could get important information about this from a women's organization focusing on the issue (Interviews Georgia 2013). Interactions can be part of the regular daily work of the mission or be organized in relation to a specific event. In its contacts with women's organizations, EUMM Georgia personnel at all levels, both at Headquarters in Tbilisi and at the Field Offices, answered that they attended meetings that different women's organizations hosted or invited representatives of such organizations to meetings hosted by the mission. This attendance involved, for example, the Political Adviser and the Human Security Teams (Interviews Georgia 2013). One example was an information meeting which invited women's organizations working on conflict management and confidence building. The focus was on the Geneva process, which seeks to address the consequences of the 2008 conflict, and how the invited organizations could increase their capacity to advocate for the inclusion of conflict-related gender specific concerns (EUMM 2013c). In accordance with the guiding documents, the Gender Adviser also met with women's organizations at regular intervals (Interviews Georgia 2013).

In addition to meetings which relate to implementing everyday tasks of the mission, there appears to be an increase in events and activities arranged during the week of International Women's Day.[22] In 2013, all Field Offices organized different activities for the Georgian public such as screenings of informational videos, presentations, and discussions on the subject of women's rights from invited NGOs. Last, but not least, the EUMM Georgia management and monitors participated in a Georgian television show promoting women's inclusion in the peace process (EUMM 2013d). According to an organization called the Women's Information Center,[23] which had been involved together with EUMM Georgia in the process of drafting the Georgian Nation Action Plan, the mission had a good understanding of the situation along the administrative boundary line. They portrayed EUMM Georgia as collaborative and as the mission sharing their concerns regarding the IDPs' situation (Interviews Georgia 2013).

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22 Which takes place on March 8.
23 A Georgian organization dedicated to gathering Georgian women's organizations and aiding them in outreach activities. For more information, see Women's Information Center (2013).

5 THE INTERNAL WORKING AREA: CREATING ORGANIZATIONAL CAPACITY

EU Gender Policy outlines the mission's need to create an organization that is capable of conducting gender mainstreaming and undertaking gender specific measures when working to reach the mandate objectives. Moreover, a mission must create an equal-opportunity workplace that employs both men and women. This requires us to ask: How do we organize our own work to enable gender integration and the participation of both male and female personnel? This section will look more closely at these questions. Before we turn to them we will however analyze the use of the institutional support created to assist the Head of Mission with gender mainstreaming and gender specific measures. In the case of EUMM Georgia, this system is made up of a Gender Adviser and Gender Focal Points.

5.1 INSTITUTIONAL SUPPORT TO GENDER INTEGRATION

In order to support gender mainstreaming and the undertaking of gender specific measures (such as tasks or operations), EUMM Georgia uses a system of a Gender Adviser, operating out of the mission headquarters in Tbilisi, and Gender Focal Points, operating primarily out of the Field Offices. The review of the OPLAN finds that it contains details about how the Gender Adviser (with the aid of designated Gender Focal Points) should interact with other mission members to ensure that gender is mainstreamed throughout the mission.

Organizationally, the Gender Adviser function in EUMM Georgia is placed in the office of the Head of Operations with him/her acting as its immediate superior. Other functions placed in the same office are for example the Human Rights Adviser, the Liaison Officers for the Ministry of Internal Affairs and Ministry of Defense, and the Reporting and Information Unit. The argument for why the Gender Adviser is placed under the Head of Operations — and not placed as a direct support to the Head of Mission — is that the major part of the operational work of the mission is handled by this office (Interview Georgia 2013). The organizational placement of the Gender Adviser was a subject for debate among some of the mission personnel. One interviewee questioned the logic of having the Gender Adviser under the Head of Operations because this created a structural divide between the Gender Adviser and other relevant functions, such as the Political Advisers (which are located at the Office of the Chief of Staff). In the organogram for EUMM Georgia, the Office of the Head of Operations and the Office of the Chief of Staff are both located under the Head of Mission, but this respondent expressed that the Gender Adviser function would have more impact if it was placed under the Chief of Staff. Where the Gender Adviser function is placed is thus recognized as having different implications for the mission implementation. Unlike many other Gender Adviser functions in EU missions, the Gender Adviser of EUMM Georgia is not 'double-hatted' (responsible, for example, for both gender and human rights). This is in line with EU Gender Policy and the Lessons Learned report (2011), which claims that not 'double-hatting' the Gender Adviser positions is the most effective use of the function (see Olsson and Sundström 2013 for more discussion).

In addition to the Gender Adviser function, EUMM Georgia has created a Gender Focal Point system, and has expressed that at least one monitor in each Field Office should be Focal Point for gender in its guiding documents. The Gender Focal Point function is an

add-on assignment for selected personnel. That is, the assignment is conducted in addition to regular tasks. Interestingly, the use of Gender Focal Points system differed between the two Field Offices of Mtskheta and Gori in a manner which allows for fruitful comparison. In the smaller Field Office in Mtskheta (54 personnel), there was one Gender Focal Point for the entire office. At the larger Field Office in Gori (91 personnel),[24] there were Gender Focal Points in each of the three teams. Mtskheta once had the same model as the one used in Gori but this had been removed, which was considered detrimental for working with a gender perspective. Ideally, the Focal Points system should be used as a network where the Gender Focal Points could support each other (Interviews Georgia 2013).

As was pointed out in the discussion about the Gender Adviser, the placement of the Gender Focal Point in the organization was considered central for the way the function could fully support both gender-aware implementation, and/or the conduct of gender specific measures (Interviews Georgia 2013). There are a few basic instructions in the OPLAN on how Gender Focal Points should work. For example, they should advise the Field Office management on strategies for integrating gender perspectives in all parts of the monitoring activities as well as liaise with the Gender Adviser at Headquarters level. However, the interviews revealed that many felt unsure as to what this work and responsibility actually entailed. Interviews, both at the Headquarters level and at the Field Office level, also gave the impression that the system for appointing Gender Focal Points was probably not standardized. Some had been appointed while others had volunteered. The criteria for becoming a Gender Focal Point appeared to be vague and not formalized in the guiding documents of the mission, except that the personnel working on the issues should have previous gender knowledge. There seemed to be some additional criteria regarding Gender Focal Points, such as expressed efforts to have not only female Gender Focal Points, and that the Gender Focal Points should not be new to the mission. These criteria did not always seem to be taken into account (Interviews Georgia 2013). When asked about how the Field Office/teams/monitors worked with gender issues, the Gender Focal Point was often referred to as the person responsible for this aspect of the work as well as for the Human Security Team. Whether or not the Gender Focal Point function had an impact seemed to depend on the individual Gender Focal Point, his/her background and experience, and his/her ability to adapt gender policy creatively to the particular context of the Field Office in which they worked (Interview Georgia 2013).

5.2 INTERNAL INTEGRATION: WORK STRUCTURE

Internal integration (A3 in the figure) addresses how a mission can work to gender mainstream its daily efforts and to successfully undertake gender specific measures. More specifically, how should the work be organized to ensure that we gender mainstream or are able to best identify the most central gender specific tasks (in more direct support of gender equality or to improve women's situation)? A first step is to collect gender-disaggregated data during implementation of the mission mandate (including during day-to-day tasks) and conduct a gender-aware analysis of this data. What can we learn from EUMM Georgia when it comes to information collection and analysis? In addition to such analysis, is the planning gender-aware? If so, how is this achieved? Analysis and planning of the conduct of the mission should then be followed up in reporting and benchmarking. How does the mission

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24 Numbers as of August 2013.

conduct its work in these areas? Moreover, when the needs for gender mainstreaming and gender specific measures have been identified, how is the work funded? Last but not least, how does the mission work in terms of education and training of personnel? What can we learn from education and training efforts to support gender mainstreaming and gender specific measures?

5.2.1 Data Collection and Analysis

How does the mission work with gender-aware analysis and information collection? As the collection of information and its analysis are core functions of a monitoring mission, looking more closely at these aspects are of particular interest for this assessment.

Regarding the procedures for the collection of information, this takes place primarily at the Field Office level. Most of the analysis, however, takes place at the Headquarters level in Tbilisi. The review of the OPLAN also reveals that the Gender Adviser should work internally at the Headquarters to ensure a gender perspective in the analysis. In addition to the Gender Adviser, key personnel at Headquarters that had previous knowledge about gender aspects and therefore had the capacity to use this knowledge practically, had taken initiatives to 'Gender Proof' their work. However, this was said to be a result of previous knowledge about the importance of gender specific information and analysis rather than a formal responsibility outlined in their terms of reference. In general, the impression by interviewees was that the inclusion of gender-disaggregated data and information of the situation in the mission area had increased since the start of the mission. One interviewee expressed that in 2008, the personnel had not been aware of the importance and consequently did not collect information on age, sex, background, or similar variables (Interview Georgia 2013).

At the Field Office level where most of the information is collected, it is relevant to look at the procedures surrounding the monitoring task. It was noted by interviewees that the central initial issues for what information one will obtain concerns where to patrol, whom to visit, and on what questions to focus. Considering these aspects, the Team Leaders plan the patrols and then hand the plan over to the Operations Department at the Field Office. This Department then approves or adds tasks to the suggested plan before the team executes it. To know which questions to ask in which situation and to which interlocutor in a monitoring situation become central issues for obtaining gender-disaggregated information. The information collected by the team then constitutes the foundation for a report that the Patrol Leader should produce.[25] Before the report is handed to the Reporting and Information Officer at the Field Office for further treatment, the patrol will in a sense always performs an analysis of what constitutes 'relevant' information and, consequently, what should be passed along to the Reporting and Information Officer. After this has been done, the Patrol Leader writes the report. There were different views among interviewees regarding if the teams should include their own explicit analysis in the reports. One interviewee said that they were not supposed to conduct an analysis (Interviews Georgia 2013) while another interviewee described that analysis was to be done under the heading "Comment" in the report template (E-mail correspondence 2013). Whichever the case may be, there is still a risk of gender specific information not being included in this first composition of observations if the level of gender awareness is low within the team.

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25 To clarify, one team can perform several different patrols at the same time or during one day. In each patrol there is a Patrol Leader. In Gori this duty rotates within the teams but in Mtskheta the Patrol Leaders are more fixed.

After the team has handed in their report from the patrol, the Reporting and Information Officer then condenses the collected reports from all patrols into one report, which is sent on to EUMM Georgia Headquarters. The Reporting and Information Office's awareness is therefore central in this step. In fact, the Field Office in Mtskheta has previously had one of the Reporting and Information Officers as their Gender Focal Point. When the Reporting and Information Officer had held this assignment, this gave the Gender Focal Point a central overview of the collection of gender-disaggregated information (Interview Georgia 2013). This does not replace the need for an institutional approach to the gender-aware collection of information (in terms of templates or explicit instructions on working methods) but brings light to the question of where the Gender Focal Point can have an impact.

After the report has been sent to the EUMM Georgia's Headquarters, the Reporting and Information Cell compiles the reports from all the Field Office reports and analyzes the information. The main findings are then put into a mission report, which is sent to EU Headquarters in Brussels (Interviews Georgia 2013). The Reporting and Information Cell at mission Headquarters is thus another key group of staff. Here they can interact with the Gender Adviser. However, they all depend on gender-disaggregated information reaching them through the chain of information all the way from the patrols in order to be able to perform an accurate analysis. Having Gender Focal Points with key positions in this chain can be considered central to ensure that this is done.

5.2.2 Planning

In addition to data and analysis, is the planning gender-aware? Like the discussions on analysis, the overview of the planning can be divided into the planning of the direction of the entire mission taking place at the mission Headquarters in Tbilisi, and the day-to-day planning of patrols taking place at the Field Office level.

As a starting point, it is important to note that the review of the OPLAN finds that very little is stated about how the planning for operational tasks should be done or how gender should be integrated in the planning process. There are a few writings, however, that could be interpreted to show the importance of including the Gender Adviser in the planning process. This was also done to a high degree (Interviews Georgia 2013). Moreover, formulating Fragmented Orders is done in meetings where the respective expert functions attend, such as the Human Rights Adviser and the Gender Adviser. (Interviews Georgia 2013).

The planning of the mission's main work at the EUMM Georgia Headquarters in Tbilisi revolves to a high degree around planning meetings where the *Mission Monitoring Plan* is translated into tasks and operations, and where suggestions for development of the mission are discussed. As we have discussed under the section on external integration, the review of the *Mission Monitoring Plan* outlines operations for the entire year and specifies Standing Monitoring Tasks that are to be performed continuously. Only three out of 70 Standing Monitoring Tasks (or 4 percent) specifically mention gender or themes relevant to resolution 1325 (such as promoting women's inclusion in peace processes), and only two out of 13 operations (15 percent) have such a particular focus. As noted, the text of the Mission Monitoring Plan cannot be considered as gender mainstreamed. More precisely, there are several important tasks where the inclusion of gender-aware formulations is lacking, although these tasks are known to have gender specific dimensions. As discussed previously, it is a problem to have 'gender' only implied in tasks — that is, to have no particular instructions

included — because it is always supposed to be taken into account. Experience shows that it then depends on either the personnel's personal capacity or conviction, or on the actions of the Gender Adviser. In other words, when gender is not institutionally and explicitly mainstreamed, it becomes vulnerable to personnel changes. Another challenge is if the Gender Adviser is seen as the only one responsible for including gender aspects in the planning. If this is so, it contradicts the core meaning of gender mainstreaming, that every individual mission member is responsible for incorporating a gender perspective in their work. If nothing is done without the Gender Adviser doing it, it is not gender mainstreaming. However, there is a need to be clearer on the inclusion of the Gender Adviser in certain essential tasks. While a Gender Adviser should always be included in the planning of essential tasks for the mission, other mission members should also carry the responsibility, and be able to include gender perspectives in the planning. Especially in planning for less essential tasks for which the Gender Adviser cannot always be present.

At the Field Office level, one of the included offices expressed the opinion that gender issues could be included in planning through the Gender Focal Point, who would attend meetings with the Gender Adviser and then in turn inform the Field Offices. However, the overall impression was that the responsibility of the Gender Focal Points lay more in including gender aspects in already planned tasks than in taking part in the planning per se. When it came to gender-related aspects of planning, the gender imbalance of staff came up frequently. Interviewees from different teams said that they always planned the patrols so that at least one woman was included. Because women were under-represented as monitors, it required careful planning to ensure female participation in all patrols. Another interviewee said that if the patrol planned to talk to Georgian women, they always put a woman as Patrol Leader (Interviews Georgia 2013). This does not appear to have been taken from any official documents that gave instructions on the importance of gender-mixed patrols but rather depended on the personal standpoint of the mission staff.

5.2.3 Reporting and Benchmarking

Reporting and benchmarking are central aspects of the work with CSDP missions. In this manner, the progress — or the lack thereof — can be followed and measured. The EUMM Georgia, as a monitoring mission, has reporting back to EU Headquarters in Brussels as one of its central assignments. Reporting can include both the developments in the mission area and the progress of the mission. Reports are submitted as six-month, monthly, and weekly reports. This section focuses primarily on the reporting and measurements which follow progress. How does the mission then conduct its work in these two areas?

The review of the OPLAN finds that the document instructs all mission members to include gender-related aspects in reports to the Civilian Planning and Conduct Capability[26] at EU Headquarters in Brussels. Suggestions for how reporting should be done refer to the EU checklist on Gender Mainstreaming. Were these instructions and suggestions then put into practice? The interviews provide a mixed picture: some always included gender-disaggregated statistics or information, whereas others showed no such experience. These results might to an extent depend on the form and the format for the specific report considered. For example, one interviewee at the EUMM Georgia Headquarters in Tbilisi pointed out that the word space for weekly reporting was very limited and should not be longer than 3.5 pages according to the standardized format provided by Civilian Planning

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26 Civilian Planning and Conduct Capability is the part of the European External Action Service that is mandated to plan and conduct civilian CSDP missions. In short, the Civilian Planning and Conduct Capability exercises "command and control at the strategic level for the planning and conduct of all civilian crisis management operations." For more info, see European Union External Action Service (2013).

and Conduct Capability at EU Headquarters. In this, it was not deemed possible to include information on gender. Other interviewees pointed to the role of the specific function conducting the reporting. These interviewees argued that it was not a responsibility of their position to report on gender issues; that task was rather the responsibility of the Gender Adviser or the Gender Focal Point (Interviews Georgia 2013). The differing answers might to a degree also depend on the different insights into the reporting procedures of the interviewees. For example, the persons responsible for writing the reports might be more aware of reporting procedures than if this was not included in the interviewee's duties. That said, a few interviewees mentioned the responsibility of all personnel to report on gender-related aspects on a regular basis as stated in the OPLAN (Interviews Georgia 2013).

As discussed under the section on analysis, the Reporting and Information Officer holds a key position for including gender specific information in reporting. However, if the reporting format arriving from EU Headquarters in Brussels does not contain specific instructions about the need to include gender specific information, then it can be more difficult to enforce the policies on reporting as outlined in the OPLAN. One clear reporting initiative from EUMM Georgia, in line with EU Gender Policy, was the annual report on the gender mainstreaming efforts of the mission — Operation Devin — said to be conducted per instructions in EU policy documents (Interviews Georgia 2013).

Concerning benchmarking — the process of formulating methodical follow-up on the progress of mandate implementation — it is interesting to note the capacity of EUMM Georgia to trace the progress on gender specific measures and gender mainstreaming. Operations Hofors and Devin provide relevant examples. Operation Hofors collected gender specific information used as baseline material for the mission's support to the Georgian government actors to measure gender equality progress. If Operation Hofors can be used for benchmarking in relation to external integration, Operation Devin, focusing on the gender mainstreaming efforts of the mission, can be said to provide material for internal benchmarking. Thus, such efforts grant important insights on both the process of executing the mandate and on how the implementation of EU Gender Policy in monitoring missions is progressing.

5.2.4 Funding

How is funding for the mission set up in order to allow for gender mainstreaming and gender specific tasks to be implemented? Even though EU Gender Policy is rather vague regarding funding, resources are to be devoted to both gender expertise and 'outreach activities' on the topic (see Olsson and Sundström et al. 2012 for a discussion). It is thus interesting to look more closely at questions regarding budget and funding.

In CSDP missions, the Head of Mission is liable for managing the entrusted funds taken from the general budget of the EU. The Mission Support Department then handles practical budgetary provisions, such as identifying needs and making provisions to cover those needs. There is no mention in either the mandate or the OPLAN of gender mainstreaming in the writing on financing and administration of the budget for the mission. That said, the Gender Adviser function is financed through the regular budget in a fashion similar to the other adviser functions. However, there are no budgetary provisions afforded for arranging training, meetings, or outreach activities outside of the mission Headquarters (Interview Georgia 2013). The Gender Adviser would therefore have to rely on cooperation with other

units to fund particular events. For example, such funding for extra training activities could be received from the Planning, Conduct, and Capacity Enhancement Unit of the mission. Another example given was the Gender Adviser's cooperation with the Press Officer for outreach activities (Interviews Georgia 2013).

5.2.5 Education and Training

Being able to work in a gender-aware manner requires competence. The need for competence is even more crucial for key mission actors, such as the Head of Mission or the Field Office Chiefs. This is because they need to be able to make decisions on, and more directly support, gender mainstreaming or gender specific measures. Although a substantial degree of this competence can be infused through the Gender Adviser function's participation in the planning and follow-up of mission implementation, it is essential that the personnel in general and key missions actors in particular have at least a basic understanding. Such competence can be introduced through education and training. EU Gender Policy also specifies that in-mission training and training for leadership are central components. We will now look more closely at the training in the mission.[27]

In EUMM Georgia, all personnel arriving to the mission are required to attend one week of induction training. This training introduces the work of the mission, its mandate and its operational work. It also includes 'in-service training' sessions on, for example, interview techniques (Interview Georgia 2013). The induction training contains a module conducted by the Gender Adviser on gender, which is 1.5 hours long. The session includes both components to strengthen personnel's understanding, such as the basics about the concept of gender, and an introduction to the concept of Human Security. In addition, the session involves practical components such as an exercise on how to perform a gender analysis. The gender analysis increases the capacity to analyze and understand gender roles and to comprehend the effect of the conflict on these roles, particularly in the setting of an IDP camp. The practical exercise is designed to be directly relevant for understanding the EUMM Georgia context (i.e., situations that the monitors might meet on a daily basis). In addition to the specific gender module, the Gender Adviser attends other sessions in the induction training. For example, the Gender Adviser is present at a session on interview techniques designed to strengthen the inclusion of a gender perspective in this central working method of the mission (Interview Georgia 2013). In addition to the gender module and the training on interview techniques, the cultural awareness session includes broader information about the situation for men and women in the mission area (Interviews Georgia 2013).

The number of interviewees is too limited to estimate the usefulness of the induction training. Several interviewees said that the practical exercise on how to conduct a gender analysis was useful and worked as an eye-opener regarding the gendered aspects of the practical work of the mission (Interviews Georgia 2013). One interviewee who had received pre-deployment training which included gender in his/her home country said the gender session of the induction training had been a good refresher. The same interviewee, however, thought that for colleagues who had not received any pre-deployment training on gender, the gender module in the induction training might have been too short (Interview Georgia 2013). Other respondents did indeed express that they would like further training to have a better understanding of gender dimensions of the mission's work (Interviews Georgia 2013).

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27 The main responsibility for conducting training falls on the Member States to second personnel to a mission. However, that falls outside of the focus of this study, which centers on the aspects that the mission can affect, that is, in-mission training.

In addition to the induction training given at the EUMM Headquarters in Tbilisi, some personnel received other forms of in-mission training, such as more task-specific training on 'gender' at their Field Office. Those interviewed considered this as a useful complement to the induction training. However, whether such training was conducted depended on the time and resources of the Gender Focal Point as it was not an institutionalized practice throughout the mission (Interviews Georgia 2013). Interviewees felt that task-specific training on gender could be a beneficial topic for the regularly occurring 'maintenance days'.[28] Such training could be made part of the tasks of the Gender Focal Points (Interviews Georgia 2013). The practice of conducting regular in-mission training and training-of-trainers is already established for other key working areas, such as driving, night vision technology, or the use of maps. Perhaps these practices could be used to develop training on key reporting tasks like gender or human rights (Interview Georgia 2013). Notable was however the fact that many interviewees expressed that EU Gender Policy was not useful for training at the very practical, working-methods level for monitors as it was deemed to be too abstract (Interview Georgia 2013).

5.3 INTERNAL PARTICIPATION: RECRUITMENT POLICIES AND EQUAL OPPORTUNITIES

The work area of internal participation (A4 in the figure) addresses the question of how a mission organizes its work so that it can recruit both women and men, as well as ensure that both male and female personnel can perform their assignments without the risk of discrimination. More specifically, it asks about the employment of men and women and where they work in the mission. Once personnel have been recruited, it is central to consider the work environment. Is it possible for both men and women to work effectively, or are there problems with discrimination and similar issues? This is directly related to the rules that regulate behavior of personnel towards each other and towards the host population. That is, how are the Standards of Behavior implemented?

5.3.1 Employment of Male and Female Personnel

EUMM Georgia consists in total of around 300 personnel, of which some 200 are monitors. The International personnel can be either seconded by a Member State (where the Member State shares the responsibility for the employee together with the mission)[29] or be directly contracted by the mission. In addition, EUMM Georgia employs a large number of Local personnel. Thus, when we consider the gender balance, personnel can be divided into three overarching categories: International seconded personnel, International contracted personnel, and Local personnel (all Local personnel is directly contracted by the mission). Depending on time and category, the gender balance varies. For example, in August 2013, the number of International personnel in the mission counted 266, of which 64 were women (24 percent) and 202 were men (76 percent). If we break down these numbers further, the gender balance of the International contracted personnel was 17 men (89.5 percent) and 2 (10.5 percent) women. Among the International seconded personnel, 185 (75 percent) were males and 62 (25 percent) were females (Numbers provided by the EU). In addition to International personnel, EUMM Georgia employs more than 100 Local personnel. Interestingly, and unlike other CSDP missions, EUMM Georgia employs a majority of female Local personnel. In August

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28 'Maintenance days' were described as days planned in advance and focused on topics asked for by the Field Office personnel or topics deemed important by the mission leadership (Interview Georgia 2013).

29 The Member State has the national responsibility as employer, while the mission owns the operative responsibility as employer as well as the "duty of care" responsibility concerning safety and work environment issues in theatre.

2013, 48 (38 percent) were males and 77 (62 percent) were female personnel. This is the opposite of most CSDP missions. Notable, however, is the fact that the percentages of female Local personnel for all missions are with a few exceptions higher than the percentages of female International personnel (Numbers provided by the EU).

Although the gender balance among the contracted personnel was even more uneven than that among the seconded personnel, quite a few involved in recruitment and personnel issues pointed out that the gender balance depended to a high degree on the number of men and women that Member States nominated (Interviews Georgia 2013). It is also true that the group of seconded personnel constitutes the absolute majority of International personnel. There are Member States which explicitly try to play a part in improving the gender balance through their contributions. Most notably, Finland has the expressed goal of nominating the same number of males as females to CSDP missions. The result of the policy was that Finland, in November, seconded 11 men and 10 women to EUMM Georgia (Interview Georgia 2013, EUMM 2013b), making it one of the participating Member States with the best gender balance among seconded personnel.[30] There is also variation in the gender balance among contributing countries. Looking at the three Member States contributing the greatest number of personnel to EUMM Georgia all had more men than women in the mission. For example, in November, Romania was the largest contributor, seconding 25 men (76 percent) and 8 women (24 percent). The next largest contributor was Germany, seconding 21 men (70 percent) and 9 women (30 percent). Sweden, in third place, seconded 18 men (62 percent) and 11 women (38 percent) (EUMM 2013b).

What is left out of these numbers of seconded is a description of how many men and women the respective country actually nominated for secondment. The gender-disaggregated statistics by country says something about only how many the mission finally accepted, as the final selection is made at the EUMM Georgia Headquarters (Interview Georgia 2013). The example of Finland suggests that a gender-balanced nomination can lead to a more gender-balanced secondment. A review of the nomination also shows that the gender balance among the selected is slightly more balanced than among those nominated. Mission personnel expressed their awareness of the problems with the gender (im)balance (and had to handle criticism about this from EU Headquarters in Brussels) (Interview Georgia 2013). Several interviewees also expressed a wish that EU Headquarters in Brussels would encourage Member States to nominate more women to the mission (Interviews Georgia 2013). This concern was connected to ideas of effectiveness. For example, an interviewee at a Field Office described that he had seen a marked improvement in the amount and quality of information collected from gender-mixed patrols compared to patrols with only men (Interview Georgia 2013).

5.3.2 Gender Balancing, Decision-Making and Labor Roles

Because changing the gender balance in leadership and breaking other stereotypical patterns of gender specific distributions of labor are some of the main challenges, let us look a bit more closely at the data from this perspective. In EUMM Georgia, the fact that the Chief of Staff and the Head of Reporting and Information Office were now women was described as groundbreaking; such positions were usually occupied by men. Apart from this, interviewees

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30 If we are looking at nations having more than 10 people in the mission, Finland (21 staff) has the best gender balance of all contributing states. Other Member States such as Hungary (3 men, 3 women) or Portugal (1 man, 1 woman) have the most even gender balance if we are looking at Member States contributing with fewer than 10 people in the mission.

suggested that the distribution of labor followed traditional patterns in the mission. Men were over-represented in the operations section and among senior positions. Women worked primarily in the reporting and information section of the mission. At the Field Office level, the positions of Field Office Chief were all held by men, and men were over-represented in other more managerial positions. At the next level, however, there were both male and female Team Leaders. That said, the Human Security Team (dealing with issues often associated with 'softer' forms of security), was said to have more women, whereas the Compliance Team, interacting with Georgian military and police, was male-dominated. When it came to applying for internal work positions that could lead to an improved rank or situation of influence within the mission, such as Team Leader, men and women were said to have equal opportunities to apply. However, quite a few interviewees expressed that they felt that men were more often informally both encouraged to apply for such positions and informed about such openings (Interviews Georgia 2013). Among the Local personnel, the gender distribution of labor also appears to be quite traditional, both at Headquarters and at the Field Offices, although the gender balance was opposite of that for the International personnel. Men made up the overwhelming majority working in the transport and security functions, and women worked as interpreters or in the administration and finance sections of the mission (Interviews Georgia 2013).

5.3.3 Work Environment and Standards of Behavior

Managing to recruit both women and men is one key aspect of internal participation. Another is to create a productive and respectful work environment free from discriminatory practices, which ensures an effective and professional mission. For the same reasons, the mission should ensure appropriate and professional behavior towards the population of the host country. In order to assist in these efforts, CSDP missions should have both Standards of Behavior based on the 'Generic Standards of Behavior' developed by the EU Headquarter and an institutionalized and communicated complaints procedure (see Olsson and Sundström et al. 2012 for further discussions). What can we learn from the work in EUMM Georgia regarding such efforts?

A review of the OPLAN shows an annex related to conduct and discipline. This annex places particular emphasis on compliance with the tenets of mainstreaming human rights and gender based on the 'Generic Standards of Behaviour'. The annex also identifies a number of behaviors that are not allowed for mission personnel. This includes both behavior towards colleagues and the host country population. So, if the framework of the formal Standards of Behavior is in place, are there procedures set in place to implement these in the mission?

At the time of this assessment, new guidelines concerning complaints procedures were being developed. This included updated texts on sexual harassment and bullying which included lowering the threshold of what constituted such offences. To make it more usable, these new guidelines also included an option of 'informal resolution' and 'mediation'. These options were introduced as a way of addressing a wider range of work environment and behavioral issues that personnel might otherwise not choose to bring up if they did not deem the issue serious enough for a formal complaint through the Chain of Command (Interviews Georgia 2013). One respondent also noted that there was little understanding in the mission when it came to indirect discrimination, meaning the inclusion of criteria in job

descriptions that could exclude relevant applicants. The example given was the criterion of the need for previous weapons knowledge for certain positions. The respondent commented that this was an irrelevant criterion that favoured male applicants, and that such knowledge was easily learned (Interview Georgia 2013). The general awareness among EUMM Georgia personnel about how to use the complaint procedures varied. Several interviewees were unsure about how the procedures functioned. However, most of them were aware of the fact that this information had been included in the induction training and that further information could be found in the OPLAN (Interviews Georgia 2013).

6 MAIN FINDINGS AND RECOMMENDATIONS

This assessment of EUMM Georgia has looked closer at what it can mean in practice to work with gender mainstreaming and gender specific measures (that is, actions meant to directly support gender equality efforts or improve women's situation) in the setting of a civilian CSDP monitoring mission. Utilizing the assessment framework, this section will look closer at central aspects of the work in order to advance our understandings and formulate recommendations on how to further strengthen these efforts.

6.1 EXTERNAL INTEGRATION

As identified in the assessment framework, the section on external integration began by examining the mandate and reviewing if such central operational documents as the OPLAN and the Mission Monitoring Plan, created to guide the work of the mission, included considerations on gender mainstreaming and gender specific measures. For EUMM Georgia, the mandate and the operational documents were found to include such writings. However, when looking closer at the documents, writings on gender mainstreaming or gender specific measures were not systematically included. The use of gender mainstreaming or gender specific measures in relation to the objectives of the mission was also not specified. That said, 'gender' was included in an annex in the OPLAN. For the documents which were to provide guidance on day-to-day implementation, the Mission Monitoring Plan, descriptions were limited and primarily focusing on what should be done rather than giving concrete guidance on how to do it. Interviewees therefore felt that the operational documents did not provide adequate guidance on how to work in a gender-aware manner. In fact, it seemed unclear to many personnel what working with 'gender' actually entailed. This was the more interesting as many of them could describe using gender-aware working methods.

On the whole, however, this assessment finds that there were clear efforts by the mission to increase both personnel's awareness of gender aspects and their capacity to gender mainstream the mission's work. The Gender Adviser was instrumental for these efforts. The use of Special Operations, focusing on external and internal working areas and the efforts to gender mainstream some 'regular' operations – such as the questionnaire template containing a box for entering gender of the interviewee – are also fruitful points to develop further. To sum up, one recommendation to further strengthen ongoing work would be to systematically include considerations on gender mainstreaming and gender specific measures in operational documents, from the mandate down to the Mission Monitoring Plan. As pointed out earlier, many such considerations already exists, but not in a mainstreamed manner. Other main recommendations concerning external integration is to continue performing Special Operations such as Operations Hofors and Operations Devin in order to follow up on the progress of gender mainstreaming in the mission. In addition, there is a need to clarify to mission personnel what working with 'gender' actually entails in their daily work. This could practically be done by developing more standardized guidelines and instructions on gender-aware working methods and Standard Operating Procedures for different functions. These instructions should then be connected, in a systematic way, to central documents such as the Mission Monitoring Plan.

1) Outline clearly in the operational documents (such as CONOPS, OPLAN and Mission Monitoring Plans) what gender mainstreaming and gender specific measures mean for a monitoring mission.

2) Include specific objectives related to gender mainstreaming and gender specific measures of the mandate assignments on which the Head of Mission is to report back on to EU Headquarters. Follow-up on the progress through Special Operations.

3) Develop standardized guidelines and provide instructions for gender-aware working methods to key groups of personnel, such as Reporting and Information Officers and Monitors.

6.2 EXTERNAL PARTICIPATION

In accordance with the assessment framework, this section discussed if the operational documents provided guidance on how to conduct the mission's external participation and what forms of interaction that should be undertaken. In addition, the framework identifies the need to learn from ongoing efforts of executing the mandate by personnel. How, when and to what purpose were interactions with external actors conducted? In particular, the interaction with government actors and women's organizations were observed.

In the assessment of EUMM Georgia, the review of operational documents showed that the text included the importance of interacting with the external actors in relation to both gender mainstreaming and UN resolutions on Women Peace and Security. These were mentioned in both the OPLAN and in the Mission Monitoring Plan. For example, according to the OPLAN, gender issues and the promotion of gender equality were to be included in discussions with government actors. Reportedly, these issues were brought up in meetings by the mission leadership and key personnel at Headquarters, including the Gender Adviser. To develop these practices more systematically would benefit such interactions. On the day-to-day level of implementation, there appears to be no systematic practice by the EUMM Georgia monitors to always collect information from both male and female interlocutors. That said, there were reflections by many of them on how to accomplish a more balanced interaction, including the composition of the team. The role of the leadership and standardized templates were considered central for emphasizing the importance of such more gender balanced interactions. In sum, this assessment suggests that the mission would benefit from developing clear guidelines about a gender balance among the interlocutors as well as ensuring that all templates contain a way to systematically follow-up on this point.

Regarding women's organizations, only mentioned once in the Mission Monitoring Plan, interviewees described such contacts being made by different actors in the mission although the Gender Adviser and the Human Security Team had the more regular contacts. For example, as women's rights to land was on the Georgian political agenda concerning IDPs, the Gender Adviser could get important information about this from women's organizations focusing on this issue. In addition, interviewees identified that the writings in the Mission Monitoring Plan about 'NGO's' or 'Civil Society Organizations' also included women's

organizations. However, it was a bit unclear if these were organizations working for women's rights specifically or if it concerned women-dominated organizations working with peace-building (as organizations working on peacebuilding tend to be dominated by women in Georgia). There were examples of how the mission on different occasions both collaborated with and invited such organizations to meetings and special event, for example, around International Women's Day. Representatives of local women's organization also expressed that EUMM Georgia had collaborated with them in a fruitful manner during the work with the National Action Plan. Such contacts could be even more systematized and formalized in relation to the Mission Monitoring Plan.

RECOMMENDATIONS: EXTERNAL PARTICIPATION

4) Elaborate and clarify how the leadership of a monitoring mission more systematically could support the interaction with women's organizations (and/or women dominated organizations) working on issues related to the mandate.

5) Develop guidelines on how to systematically include local women and local women's organizations as interlocutors in a monitoring mission. This could include standardized templates to ensure follow-up of implementation.

6) Develop guidelines on how a monitoring mission should include the competence of local organizations working to improve women's human rights. Be sure to separate between such organizations and women dominated organizations working for peace (which require a different form of support).

6.3 INTERNAL INTEGRATION

According to the assessment framework, internal integration addresses how a mission can work to gender mainstream in its daily efforts and to successfully undertake gender specific measures. This work is often supported by a Gender Adviser or a Gender Focal Point and involves collection of gender-disaggregated data and gender-aware analysis, planning, reporting, benchmarking and training. What have we then learned from the efforts by EUMM Georgia? The assessment shows that the responsibility to perform gender mainstreaming in the mission appears primarily to be enforced by the Gender Adviser and the Gender Focal Points. While the efforts by the Gender Adviser were quite impressive, best practice shows that these expert functions are best utilized in an advisory capacity to the mission leadership in order to support general gender mainstreaming of the day-to-day tasks by all mission personnel. Hence, there is need to strengthen and systematize the responsibilities and working assignments of the Gender Adviser and Gender Focal Point functions further. This is particularly true regarding the Gender Focal Point function. Furthermore, there is a need to standardize the appointment procedures for the Gender Focal Points in order to make these more transparent, to consider access to resources (for example for training) and their support to the leadership.

Regarding the organizations capacity, the ability to both collect gender-disaggregated information and conduct gender-aware analysis for reporting were identified as key areas. For monitors, they appeared to primarily collect such gender-disaggregated information when specifically tasked to do so. This means that the practice was not mainstreamed into the regular tasks. To rectify this, added emphasis on the necessity of including collection of gender specific information in everyday tasks would be needed via the Chain of Command. This underlines the central importance of a gender-aware leadership. To ensure more gender-aware reporting in the next step, 'Gender Proofing' of reports was suggested as one fruitful approach. The inclusion of 'gender' in the induction training appeared to be fruitful but in order to work in a more gender-aware manner, many interviewees asked for regular trainings on how to concretely use gender-aware working methods, particularly in monitoring. This could be done during maintenance days, for example. Operation Devin, which measured the progress on gender mainstreaming, could be used to strengthen such training by identifying relevant areas in need of higher capacity by personnel. Such special operations could also be used in order to establish and follow up on benchmarking.

RECOMMENDATIONS: INTERNAL INTEGRATION

7) Structural support to gender mainstreaming and gender specific measures:

 – Clarify and standardize the role and work description for the Gender Adviser and the Gender Focal Points (including specifications about responsibilities, tasks, appointment procedures, resources and access to leadership).

8) Strengthen organizational capacity:

 – Develop procedures on how to collect gender-disaggregated data (for ex. by including a standardized templates for noting the gender of interlocutors during data collection).

 – Enhance the ability of Reporting and Information Officers to conduct a gender-aware analysis.

 – Strengthen the formulations in templates on how to ensure gender mainstreaming in reporting.

 – Ensure the continued inclusion of gender in the induction training. Include additional specific training for key personnel groups, such as monitors, during maintenance days.

 – Make use of Special Operations to establish effective benchmarking.

6.4 INTERNAL PARTICIPATION

In this section, we will examine the final area of the assessment framework, that of internal participation. This includes looking at the employment of men and women as well as at what level and in what function women and men work in the mission. The overview of existing employment patterns showed that the gender balance in EUMM Georgia was imbalanced in all categories of personnel although the category of Local personnel was imbalanced to the advantage of female personnel. Among the International personnel, the contracted

personnel category was even more imbalanced than that of the seconded. Several inter-viewees expressed that this imbalance hampered the effective execution of monitoring tasks and made planning for patrols harder. The majority of the interviewees felt that mixed teams produced the best results. The imbalance among the nominated personnel was identified as the main cause of the imbalance which was considered a problem as the mission expressed that it had no influence over the nominations by Member States. The role of the Member States for contributing to a positive change is therefore central. There was also a gendered distribution of labor, where some respondents described that certain positions were more likely to be held by men and some by women, and that leadership positions were primarily held by men. Here, however, there had recently been a positive development where two senior positions now were held by women. It was expressed that there could be both structural and informal procedures that could affect women's career paths in a mission. Hence, it might be beneficial for the mission to continue to work to ensure an unbiased recruitment process, including for internal positions. Internal participation is also directly related to the rules that regulate behavior of personnel toward each other and toward the host population. Focus here is on if there are Standards of Behavior and complaints procedures in place? EUMM Georgia has Standards of Behavior and established procedures in place. There were also new procedures being developed – mediation and informal resolution – in order to try to come to grips with behavior that personnel might feel serious enough for issuing a complaint, but not serious enough for being formally reported via the Chain of Command. However, there still appeared to be a lack of knowledge of the procedures among personnel although they were aware of that they could find information in the OPLAN.

RECOMMENDATIONS: INTERNAL PARTICIPATION

9) Analyze the gender balance and gender distribution of labor in order to remove potential risks for structural discrimination.

10) Oversee the career paths to senior management positions to ensure equal opportunities for male and female personnel.

11) Examine the implementation of Standards of Behavior in relation to breaches against both equal opportunities and professional conduct in the field. This particularly relates to the new approach of mediation and informal resolution.

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LIST OF INTERVIEWS

EUMM Georgia, Headquarters Tbilisi

Axander, Johan, Human Rights Adviser/Field Office Coordinator (26 August 2013)

Covic, Isabelle, Political Adviser (20 August 2013)

Hansen, Anne-Birgitte, Gender Adviser (20 August 2013/e-mail correspondence 12 November 2013)

Hewitt, Kathinka, Chief Planning Conduct and Capacity Enhancement Officer (26 August 2013)

Jonsson, Elina, Capacity Enhancement Officer (21 August 2013)

Madsen, Lars, Chief Human Resources Officer (21 August 2013)

Sterwe, Helena, Chief Reporting Officer (20 August 2013)

Trott, Clive, Head of Operations (26 August 2013)

Zehe, Silvia, Chief of Staff (19 August 2013)

EUMM Georgia, Field Office Mtskheta

Biribe, Arun, Operations Officer (22 August 2013)

Agterhuis, Sander, Reporting Officer (22 August 2013)

Kraus, Robert, Gender Focal Point/Monitor (21 August 2013)

Häggeborg, Anna-Karin, Team Leader Human Security Team (e-mail correspondence 10 October 2013)

Raileanu, Constantin, Team Leader ABL Team (22 August 2013)

Whatley, Mat, Field Office Chief (21 August 2013)

Wlodek, Kurek, Acting Team Leader Compliance Team (22 August 2013)

Zamrzycki, Rafal, Deputy Team Leader Human Security Team (21 August 2013)

EUMM Georgia, Field Office Gori

Avonius, Leena, Team Leader Human Security Team (24 August 2013)

Belskaia, Alina, Reporting Officer (24 August 2013)

Brand, Mario, Team Leader ABL Team (23 August 2013)

Brunstein, Sabine, Gender Focal Point/Monitor, ABL Team (23 August 2013)

Dicu, Florentin, Deputy Field Office Chief (23 August 2013

Eriksson, Anneli, former Monitor and Reporting and Information Officer
(e-mail correspondence 4 December 2013)

Mudura, Mircea, Operations Officer (23 August 2013)

Nicolau, Marian, Team Leader Compliance Team (23 August 2013)

Rieger, Cornelia, Deputy Team Leader ABL Team (23 August 2013)

Women's Information Center, Tbilisi

Rusetskaia, Elene, Director (27 August 2013)

Gachechiladze, Mamuka, (27 August 2013)

Kervalishvili, Rusudan, former Parliament Vice Speaker and Chairman of Gender Equality
Advisory Board (27 August 2013)

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