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EXECUTIVE SUMMARY

Gender, Peace and Security in the European Union's Field Missions

*Assessments of EUMM Georgia and EUPOL COPPS Palestinian Territories
with Observations from EULEX Kosovo*

By Louise Olsson, Martin Åhlin, Marielle Sundin and Anna Lidström

EXECUTIVE SUMMARY

How can we strengthen the work with UN Security Council resolutions on Women, Peace and Security in the European Unions' field missions? More specifically, how can we act more strategically to reinforce gender mainstreaming,¹ make use of gender specific measures,² and increase women's participation³ in civilian Common Security and Defence Policy missions (henceforth CSDP missions)? An in-depth assessment of two long running missions – EUMM Georgia and EUPOL COPPS Palestinian Territories – and observations from the EULEX Kosovo mission deepen our understanding of the practical realities of such work in the field. Thereby, this report seeks to contribute to the realization of EU's Gender Policy which is based on the UN resolutions. Finally, the report presents recommendations on how to strengthen ongoing work.

The report shows that it is time for a more strategic approach undertaken by decision makers at the highest levels of EU crisis management. While there are important efforts being made by the Gender Adviser and by individual personnel, a great deal of work remains to be done in order to enforce EU's own policy in this area. Hence, much more effort needs to be made both at EU Headquarters and by the missions' leadership – the latter identified as a key group of implementers at the field level (see Council of the European Union 2012). A more strategic and institutional approach would be in line with current international focus on accountability as outlined in the UN Security Council resolution 2122 (October 2013). Progress in the field could be followed up in standardized yearly reports to the European External Action Service and Member States on implementation of the resolutions on Women, Peace and Security within CSDP missions and operations. The reporting template could build on EU's indicators.

Recommendations: Define Mandate Objectives and Develop Guidelines

The assessment shows that there is a need for *strategic mainstreaming*. This means formulating concrete objectives on the strategic level for each CSDP mission for which the mission should be required to report results. These objectives should be based on the UN resolutions on Women, Peace and Security but relate directly to the main mandate assignments of the mission. For example, for a rule of law mission, this could take the form of: "Both men and women

¹ In short, this means efforts to adapt the mission's main work on mandate implementation to ensure that it improves the situation for both men and women in the host population (see Olsson and Sundström et al. 2012 for further discussions about definitions and understandings of gender mainstreaming in the EU).

² This entails actions meant to directly support gender equality developments or improve women's situation.

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 ('gender balancing').

benefit from access to the justice system.” The formulation of specific objectives serves to clarify and strengthen the institutionalization of gender mainstreaming. This is important as the work with ‘gender’ has so far been due primarily to personnel’s conviction rather than being part of regular implementation. The foundation for strategic mainstreaming exists in EU’s Gender Policy. This outlines a number of mandate areas – such as rule of law, security sector reform (including police reform) and governance – that have gender specific effects. Gender specific effects mean that the ways these mandate areas are implemented affect women and men differently. However, the assessment found that today there was very little of an institutionalized or strategic approach to the implementation of the missions’ mandates to handle such differences. In fact, a gender analysis of the mandate – to create clarity from the outset of a mission as to what the mandate will mean for both men and women – had most often not been performed. The use of gender disaggregated data and information in early reports back to EU Headquarters would also make the strategic level better equipped to include gender aspects in the main operational documents. At present, the lack of an analysis results in vagueness, i.e. unclear objectives. Moreover, if local gender developments were explicitly included in the main operational documents, they were often in an annex to the CONOPS or OPLAN and limited to a few tasks in the Mission Implementation Plan. Increased clarity at the strategic and operational level is important as vagueness propagates down to the implementation (tactical) level. Here, it was unclear to a majority of personnel what they were expected to achieve. Fortunately, this does not mean that no work was being performed. Quite a number of personnel in all three missions assessed had tried, based on personal competence, to adapt their work to take into account the specific situations of men and women in the host population. Most often, however, they did not consider this to be gender mainstreaming, although that is what they, in effect, had been doing.

In short, there was a high degree of uncertainty and, as a result, many interviewees asked for a clarification about the mission’s objectives. In addition, they expressed that there is a need for more developed guidelines and Standard Operating Procedures at their level of implementation and for their specific tasks. For example, monitors in the EUMM Georgia requested simple and basic guidelines on how to conduct gender aware monitoring.

Recommendation: Develop Clearer Guidelines for Interacting with National Actors

The assessment finds that there is a need for a more institutionalized approach to local women’s participation. This could be accomplished by developing clearer *guidelines* for interactions with national actors and by increasing the support from the mission’s leadership. The UN resolution’s on Women, Peace and Security and EU’s Gender Policy specify that a CSDP

mission needs to interact with both men and women. All three missions struggled in this area. Most notably, the assessment stressed the need to be more explicit in terms of developing practices about how to work with different types of actors, such as counterparts in the host Government and interlocutors in the population. In the absence of careful consideration, the main counterparts and interlocutors tend to be men but there are ways in which more women could be involved.

With regard to civil society organizations, women's organizations were in contact with all three missions, but the procedures by which this was done were often underdeveloped. Thus, there is also here a need to develop and clarify the practices by which CSDP missions should support women's organizations (or women dominated organizations) working on issues related to the mandate. There was, at times, even a confusion between women's organizations working on issues related to the mandate (such as security sector reform or rule of law) and women's organizations working to more directly improve women's rights and gender equality in the host society. The vagueness of EU's Gender Policy about this point is, therefore, visible in the practices of CSDP missions.

Recommendations: Create Stronger Organizational and Professional Capacity

The assessment found that there is a need to continue to create stronger *organizational capacity*. This is important in order to both succeed with strategic mainstreaming and make the best use of gender specific measures for the benefit of the mission. In parallel, there is a need to develop the *professional capacity* of personnel, primarily through training. Concerning organizational capacity, the field assessments began by reviewing the role of the *support functions* – the Gender Adviser, Gender Focal Points and Gender Specialists/Experts. The findings underline the need to strengthen these functions. As part of this work, there are interesting international developments on which to build. For example, the NATO's Bi-SC Directive 40-1 (see NATO 2012) includes an annex that clarifies the role of the Gender (Field) Adviser and the Gender Focal Points. Lessons from the assessment also show the need to separate the Gender Adviser – located at Headquarters as strategic support – from the Gender Expert/Specialist – working with direct implementation at a lower level in the mission. In addition to the support functions, the field assessments stress the need to develop the procedures on how to collect gender-disaggregated data (e.g., by clarifying templates for data collection); increasing the capacity to carry out a gender aware analysis among key personnel; including gender aspects in planning throughout all phases of a CSDP mission; and strengthening the design of templates on how to ensure gender mainstreaming in reporting. In the work to follow up on increased capacity, it was suggested that, for example, special reports

on gender aspects could be used to establish effective benchmarking. Last but not least the assessments outlined the need to ensure funding for the Gender Adviser and gender specific measures. In order to succeed in creating organizational capacity, there is a need to develop the professional capacity. Here, it is absolutely critical to provide the mission leadership with specialized training and to include gender modules in the induction training. To support this, there is now the “Standard module on the implementation of UNSCRs 1325 and 1820 in the CSDP missions”. Further in-mission training could include function-specific modules for key personnel groups.

Recommendations: Enforce Equal Opportunities and Professional Conduct

Last, but not least, the assessment stresses the need to continue to support *equal opportunities* for both male and female personnel. This is related to *recruitment* of male and female personnel, all three missions having initiated efforts to improve the gender balance. Potentially, this work could be strengthened by setting targets for the gender balance and then determining when and how progress should be reported back to EU Headquarters. That said, all assessments underline the need to, in parallel, maintain a continual discussion at the EU Headquarters about the nominations by Member States. The gender balance of the missions is highly dependent on these nominations. Finally, the work to enforce *professional conduct* needs to be continuously followed up and strengthened.

Concerning equal opportunities, the assessment found that it is valuable to support the missions’ internal work of analyzing the gender balance and gender distribution of labor in order to remove potential risks of structural discrimination. This analysis can involve oversight of the wording of the ‘Call for contributions’, review of existing recruitment procedures and an overview of criteria for employment. Last, but not least, the analysis needs to consider the career paths to senior management positions in order to ensure equal career opportunities for male and female personnel. Regarding professional conduct, all missions had Standards of Behavior and two of them had recently updated them (during revisions of the OPLAN). This included both making the Standards better at including gender specific aspects and strengthening the implementation procedures in relation to breaches against both equal opportunities and professional conduct in the field. The EUMM Georgia mission had even included a new component of the procedure – mediation and informal resolution – in order to address a wider range of breaches. An evaluation that follows up on the effectiveness of the implementation might constitute support for developing such procedures further.