

# **European Union's Gender Policy for CSDP Missions: Contents and Gaps**

*An assessment of existing policy on 'Women, peace and security' with examples from EUPOL COPPS, EUMM Georgia, EULEX Kosovo and EUPOL RD Congo*

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## List of abbreviations

AMIS	African Union Mission in Sudan
AU	African Union
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CPCC	Civilian Planning and Conduct Capability
CSDP	Common Security and Defense Policy
CSW	Commission on the Status of Women
DDR	Disarmament, Demobilization and Reintegration
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
ECOSOC	Economic and Social Council
EEAS	European External Action Service
ESDP	European Security and Defense Policy
EU	European Union
EUBAM Rafah	European Union Border Assistance Mission in Rafah
EUHQ	European Union Headquarters
EUFOR Althea	European Union Force Althea (Bosnia and Herzegovina)
EUJUST LEX-Iraq	European Union Integrated Rule of Law Mission for Iraq
EULEX Kosovo	European Union Rule of Law Mission in Kosovo
EULEX RTF	European Union Rule of Law Mission Customs Reinforcement Task Force (Kosovo)
EUMM Georgia	European Union Monitoring Mission in Georgia
EUPM Bosnia	European Union Police Mission (Bosnia and Herzegovina)
EUPOL Afghanistan	European Union Police Mission in Afghanistan
EUPOL RD Congo	European Union Police Mission in the DRC
EUPOL COPPS	European Union Coordinating Office for Palestinian Police Support
EUPOL Kinshasa	European Union Police Mission in Kinshasa
EUPT Kosovo	European Union Planning Team (Kosovo)
EUSEC RD Congo	European Union Security Sector Reform Mission in the DRC
EUSR Reinforced Support Team	European Union Special Representative for the South Caucasus Reinforced Support Team (Georgia)
FBA	Folke Bernadotte Academy
HQ	Headquarters
MONUC	Mission de l'Organisation des Nations Unies en République démocratique du Congo (UN Mission in the DRC)
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organization
OPLAN	Operation Plan
SGBV	Sexual and gender-based violence
SITCEN	European Union Situation Center
SSR	Security Sector Reform
UN	United Nations
UNHQ	United Nations Headquarters
UNIFEM	United Nations Development Fund for Women
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

# 1. Introduction

The European Union has policy commitments to promote the role of women in peace building and to enhance the implementation of UNSC Resolution 1325 in its external actions (Council of the European Union 2008a, 4).

What does the European Union's (EU) policy on UN Security Council Resolution 1325 prescribe for civilian Common Security and Defense Policy missions (henceforth CSDP missions)? Moreover, are there weaknesses, or gaps, in existing policy that may affect successful implementation? This report seeks to answer these questions about contents and gaps in existing EU policy related to the thematic UN Security Council Resolution 1325 on Women, Peace and Security and its follow-up resolutions (henceforth called 'gender policy').<sup>1</sup> The purpose of the report is twofold. First, it seeks to clarify the obligations of CSDP missions in order to support the Heads of Missions' ability to execute gender policy.<sup>2</sup> This is central because, according to EU standards, the Heads of Missions are "key implementers" of gender policy "at the operational level" (Council of the European Union 2012c, 5). Second, the report seeks to assess the quality of existing policy in order to identify potential gaps and to formulate recommendations on how to further strengthen ongoing work.

The report focuses on the operational aspects of gender policy for CSDP missions and relates these to the broader EU policy framework as formulated in the *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace, and security* (see Council of the European Union 2008b). Therefore, the report focuses on a selection of the central EU policy documents on gender in CSDP missions.<sup>3</sup> In

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<sup>1</sup> There are currently five thematic resolutions on Women, Peace, and Security. In addition to Resolution 1325 (2000), four additional resolutions have been adopted for which Resolution 1325 now constitutes the "umbrella resolution": Resolution 1820 (June 2008), 1888 (September 2009), 1889 (September 2009), and 1960 (December 2010). See the section Existing Knowledge on Gender and Peace Missions for further descriptions of the contents.

<sup>2</sup> The report thereby has the missions' leadership as its main target group. Functions designed to directly support the leadership's gender integration in the implementation of the mandate, such as gender advisers/gender units and gender focal points, are included in that category. In addition, the report is central for those in the general team around the leadership, such as those responsible for analysis, planning, reporting/monitoring, etc.

<sup>3</sup> These are the ones that the EU identifies as key documents: "Comprehensive approach to EU implementation of UNSCR 1325 and 1820 . . ." (Council of the European Union 2008a); "Implementing UNSCR 1325 as Reinforced by UNSCR 1820 in the Context of ESDP" (Council of the European Union 2005a; revised 2008b); "Checklist" on the same topic (Council of the European

order to ensure that the report builds on existing knowledge, it begins with an overview of previous research and policy developments on gender in peace missions. From here we develop an analytical framework that can be used to give the leadership an overview of the existing contents of the policy. In order to illustrate how the prescribed gender policy can be translated into practice, the report includes concrete examples from EUPOL RD Congo, EUMM Georgia, EUPOL COPPS, and EULEX Kosovo. Applying the framework to existing policy also presents us with a better chance to identify vague formulations and missing information, that is, gaps, in existing EU gender policy. In the concluding section, the report outlines recommendations on how to address these gaps. This policy review should then be combined with a study of the work of a few central CSDP missions. The purpose of the combined study is to obtain a fruitful assessment of the operational integration of gender policy in CSDP missions that can be used both to support policy development and in training and education.

## **2. Understanding Gender Policy**

How should we understand existing gender policy for peace missions? More specifically, on what knowledge is gender policy based and what are the central areas of existing policy? The report will present a short overview of existing knowledge from both research and policy. This knowledge is then used to formulate the analytical framework.

### **2.1. Existing Knowledge on Gender and Peace Missions**

On what knowledge is current gender policy based? Limiting ourselves to the post–World War II period, we find that the initial roots to the knowledge can be traced to the formation of the United Nations. From the adoption of Resolution 1325 in October 2000, the policy

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Union 2006a); “Implementing UNSCRs on Women, Peace and Security in the context of CSDP Missions and Operations” (Council of the European Union 2012c); the document outlining EU’s Indicators and the first report on the indicators in 2011 (Council of the European Union 2010b; 2011b); “Implementation of UNSCR 1325 and 1820 in the Context of Training for ESDP . . .” (Council of the European Union 2009b); and “Lessons and Best Practices of Mainstreaming Human Rights and Gender into CSDP Military Operations and Civilian Missions” (Council of the European Union 2010a). See Council of the European Union 2012c (4–5) for a description of the role of these documents. The last document included in this review is the “Generic Standards of Behaviour for ESDP” (Council of the European Union 2005b). Additional documents are added when they provide more depth to the discussions. The more specific policy development for gender integration in CSDP missions naturally also takes place in a larger EU debate. See Annex II for an overview of central EU documents on gender integration.

process became more formalized into several different areas in which policy was further developed. In addition, the process has identified several central lessons learned on what form of organizational change that is required in order to move from (gender) policy to action.

### **2.1.1. Origins of Gender Policy**

The UN's work is key when seeking to understand the EU's gender policy because the EU has closely followed that process (see Council of European Union 2008a). The UN's work related to gender and international peace and security started with the formulation of the UN Charter in 1945. The final text of the UN Charter came to include references to gender equality after significant negotiations and argumentation in favor of specifically mentioning women's rights. The Charter's Preamble also came to read:

We the peoples of the United Nations determined to save succeeding generations from the scourge of war which twice in our lifetime has brought untold sorrow to mankind, and to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, *in the equal rights of men and women* and of nations large and small (United Nations 1996 [1945], 103, *emphasis added*)

With the formation of the Commission on the Status of Women (CSW) in 1946 by the UN's Economic and Social Council (ECOSOC), the international community began to track global developments on gender equality more systematically (see United Nations 1996, 11-15; UN Women n.d.).<sup>4</sup> A key result was the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979. The initial work focused on legal developments to create formal equal rights by removing discriminatory laws. Even with the elimination of formal legal obstacles, however, discrimination remained in how laws were applied. Women's situation and women's rights appeared to be connected to broader processes of economic and political development as well as to peace and security. From the UN Decade for Women, declared by the General Assembly for the period 1975-1985, the question of women's situation and gender equality therefore increasingly became connected to development and peace. The final women's conference of the UN Decade for Women, held in Nairobi in 1985, declared that we should consider all issues to be women's issues. This is important, because it is not possible to address women's situation separate from that of men's.

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<sup>4</sup> After the UN Decade for Women, the CSW's mandate was widened to promote issues related to "equality, development and peace". The mandate was again expanded after the Beijing conference to support gender mainstreaming in the UN system and to review developments in the areas included in the Beijing Platform for Action (see UN Women n.d.).

In short, we are not talking about ‘women’s issues’; we are talking about the need for a gender perspective. Moreover, we need to assign a higher value to women’s contributions to creating peace and recognize that we have overlooked how war affects women’s situation and their rights when we are discussing how to create international peace and security. Ergo, we need to mainstream gender into the UN’s regular work to ensure that men and women benefit equally from all UN activities. These questions and standpoints were further addressed and formalized in the Beijing Declaration and Plan of Action, adopted in 1995 at the Beijing conference at the ten-year follow-up to the UN Decade. The result was ECOSOC’s adoption in 1997 of “gender mainstreaming” as the standard approach to address gender inequality (see United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Hafner-Burton and Pollak 2002; Charlesworth 2005; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012). This meant that a gender perspective should be integrated into all work on peace and security.

The UN Decade for Women presented an opportunity to create more of a shared platform for women’s organizations from around the world. The result was a strengthened civil society network of women’s organizations that could continue to pressure member states and the UN. Women’s organizations had also started to gain access to the UN system from within with support from UNIFEM<sup>5</sup> (now part of UN Women). From the late 1990s, the mounting pressure from women’s organizations and from states with positive attitudes to the need to mainstream gender, combined with increased media interest began to directly affect the UN’s Department of Peacekeeping Operations (DPKO). Prior to this time, UN peace operations had been considered as the last bastion of resistance to gender mainstreaming. By affecting the DPKO, the ideas on gender began to make it into the operational work on peace and security. The DPKO launched a project called Mainstreaming a Gender Perspective in Multidimensional Peace Operations, which was financially supported by member states such as Sweden, Denmark, Norway, and Croatia. This project resulted in the Windhoek Declaration and Namibia Plan of Action. This plan was adopted by the General Assembly and recognized by the Security Council on the initiative of Namibia in October 2000 (for an overview of the entire process, see, for example, United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Olsson 2001; Pilch 2003; Cohn, Kinsella and Gibbings 2004;

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<sup>5</sup> The UN’s Development Fund for Women formed as a result of the work during the UN Decade for Women.

Binder, Lukas and Schweiger 2008; Fujio 2008; Olsson 2009; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012).

The attitude towards women's participation and gender mainstreaming in the Security Council had begun to change by 2000. Bangladesh persuaded the other Council members that the Council should issue a Presidential Statement on Women, Peace, and Security on International Women's Day in March. Approached by NGOs and UNIFEM, in October 2000, Namibia arranged an Arria Formula meeting for the Security Council, where women's organizations from Guatemala, Somalia, Tanzania, and Sierra Leone presented their concerns to the Council members. The day after the Arria Formula meeting, Namibia, which held the chair of the Security Council, organized the first Open Debate on Women, Peace and Security, during which about forty speakers presented their concerns and requests. Only a few days later, the Security Council, still under Namibian chairmanship, adopted Resolution 1325 (see Carey 2001; Hill et al. 2003; Kinsella and Gibbings 2004; Fujio 2008; Tryggestad 2009; Dharmapuri 2012).<sup>6</sup>

### **2.1.2. Themes in Gender Policy**

When the Security Council adopted Resolution 1325 on Women, Peace and Security in October 2000, the resolution rested on a substantive knowledge development involving a number of actors: member states (such as Bangladesh, Namibia, Canada, and Jamaica); women's organizations (not least from areas affected by armed conflict); and UN actors (such as UNIFEM). This alliance of actors, with women's organizations playing a key role in forwarding the process, has remained a significant trait of the development of gender policy (see Carey 2001; Cohn, Kinsella and Gibbings 2004; Fujio 2008; Tryggestad 2009; Dharmapuri 2012). Because the process has been moved forward and carried to such a high degree by women's activism, a central area of the resolution is to recognize and improve the *participation* of women in the work on peace and security. For example, the Security Council is:

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and

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<sup>6</sup> The Security Council members, apart from the permanent five (China, France, Russia, the United Kingdom, and the United States), that unanimously adopted Resolution 1325 were Argentina, Bangladesh, Canada, Jamaica, Malaysia, Mali, Namibia, the Netherlands, Tunisia, and Ukraine (see Hill et al. 2003).

full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

The area of participation addresses the inclusion of women from the contending sides of a conflict during negotiations and peace processes. It also stresses the relevance of women's organizations from the host society participating in the entire peace process – from prevention to peacebuilding – and on all levels (Olsson 2000; Carey 2001; Olsson 2001; Chinkin and Charlesworth 2006; Binder, Lukas and Schweiger 2008; Fujio 2008; Barrow 2009; Bell and O'Rourke 2010; O'Connell 2011; Disney and Gbowee 2012). While originating primarily as a 'rights issue', the question of participation has increasingly turned into an argument about improved participation resulting in increased sustainability of a peace process. This argument has been inspired by research findings that inequality appears to be related to the risk of armed conflict (Caprioli 2000, 2005; Melander 2005a, 2005b) and that gender equality is related to the success of peacebuilding (Gizelis 2009, 2011).

In addition to local women's participation in peace processes, women working in the UN system had long felt discriminated against because they had not been granted work opportunities in peace operations. This resulted in the creation of a network of women personnel trying to pressure the UN to deal with issues of internal discrimination. Increasing the number of women among the operation personnel – that is, improving internal participation – therefore became another central part of participation included in Resolution 1325 (Olsson 2000; Olsson 2001; Carey 2001; Charlesworth 2005; Olsson 2009; Beardsley and Karim forthcoming). In relation to this process, policies to improve the working environment – such as creating equal opportunities and handling harassment – have also been highlighted (see, for example, Olsson 2001; Harris and Goldsmith 2010; Schoeman 2010). Similar to the argument for improved participation of local women in peace processes, the question of internal participation in peace operations has increasingly been connected to questions of improved effectiveness (Batt and Valenius 2006; Bridges and Horsfall 2009; Olsson and Tejpar 2009; Dharmapuri 2011; Beardsley and Karim forthcoming). Moreover, it has been considered important to address negative behaviors of mission personnel, such as cases of sexual exploitation and abuse, in addition to handling behavioral issues internally in an operation. The primary approach was to handle these problems through the Standards of Behavior (Carey 2001; Olsson 2001; Higate and Henry, 2004; Batt and Valenius 2006; Murphy 2006; Nduka-Agwu 2009; Kearney et al. 2011; Nordås and Rustad forthcoming).

Another central concern of Resolution 1325 is the need to improve the *protection* of women in situations of armed conflict. Many women's organizations had long argued that women's security was not given equal consideration to men's security (see, for example, Carey 2001; Aolain 2006; Chinkin and Charlesworth 2006; Fujio 2008; Bell and O'Rourke 2010<sup>7</sup>). In 2000, protection was also related to improving the understanding of the broader effects of armed conflict on women. For example, the resolution states that:

*Expressing* concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Resolution 1820 was adopted in 2008 to strengthen the writings on protection from sexual and gender-based violence (SGBV). This should be seen against the background of the increased debate on protection of civilians in combination with an improved understanding of the role and consequences of SGBV in conflict. Two more specific resolutions on this theme followed Resolution 1820: Resolutions 1888 (2009) and 1960 (2010). Both resolutions sought to improve the ability to implement Resolution 1820, not least by strengthening the formulations about measures of prevention and removing impunity for SGBV. The question of credibility has been central to the work to ensure security. That is, it is connected to credible provision of cases of Sexual Exploitation and Abuse and other forms of misconduct of mission personnel. If there are those among the mission personnel who are responsible for abusing the host population, then the mission will hardly constitute a credible solution to women's security (see Pilch 2003; Anderson 2009; Aroussi 2011; Nordås 2011).

The final area of Resolution 1325 addressed here is that of *gender mainstreaming*. As it is formulated in the resolution, the Security Council:

*Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

In accordance with gender mainstreaming, all of the assignments in a mission mandate need to be analyzed and executed in a manner that ensures that the effects do not discriminate and that implementation benefits both men and women (Carey 2001; Hafner-Burton and Pollak

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<sup>7</sup> Bell and O'Rourke 2010 is interesting here to provide context because they go over and discuss all peace agreements from 1990 to 2010 to analyze if these have considered the main points of Resolution 1325.

2002; Chinkin and Charlesworth 2006). As we could see from the historical development, the concept of gender mainstreaming originated in the discussion during the UN Decade for Women, 1975–1985, and became more pronounced at the Beijing Conference in 1995. The definition of this policy, still in use, is the one adopted by the ECOSOC in 1997 (see Barrow 2009):

. . . the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC 1997).

Thus, gender mainstreaming is central since we cannot assume any decision will automatically affect men and women the same. As such, existing knowledge identifies that gender mainstreaming concerns all mandated assignments.

- Protection of civilians (Jenkins and Goetz 2010; Aroussi 2011)
- Improving human rights (Barrow 2009; Bell and O'Rourke 2010)
- Security Sector Reform (SSR) and Disarmament, Demobilization, and Reintegration (DDR) (Fitzsimmons 1998; Lamptey 2007; Barrow 2009; Nduka-Agwu 2009; Bell and O'Rourke 2010; Jenkins and Goetz 2010; Mobekk 2010)
- Governance and the Rule of Law (Nakaya 2003; Whittington 2003; Lamptey 2007; Hinton et al. 2008; Aolain 2009; Nduka-Agwu 2009; Jenkins and Goetz 2010; Moghadam 2010; Aroussi 2011; Grina 2011; O'Connell 2011)

Thus, the area in Resolution 1325 on protection could successfully be addressed through the use of gender mainstreaming. For example, if the mandate is to improve security for the population in an area, then the first question when enforcing gender mainstreaming is to ask what the security situation is like for men and for women respectively. Thereafter, the work to improve security must be executed to ensure their equal protection. It is important to conduct such analysis because research indicates that traditional security measures that the police and military components undertake do not make women as secure as men (Caprioli 2004). In fact, we can measure the distribution of protection to get an understanding of the level of security equality for men and women. Actually, mandate implementation without gender integration risks negatively affecting security equality (Olsson 2009).

In its essence, the approach of gender mainstreaming enables us to consider how men and women are affected by all policy or legal decisions in all areas. As an end state, an implementation that is gender aware should contribute to improved gender equality in accordance with the UN Charter. The EU has taken an even stronger stand than the UN on this, establishing that gender equality should be a direct part of the implementation of the operations' mandated objectives (see ECOSOC 1997; Council of the European Union 2008a; Eulriet 2009). In addition, EU policy states that “[g]ender mainstreaming concerns both sexes, and requires the commitment and participation of both men and women” (Council of the European Union 2008b).

### **2.1.3. Translating Gender Policy into Action**

The Security Council adopted resolution 1889 in 2009 in order to underline the equal importance of all areas of Resolution 1325 (participation, protection, and gender mainstreaming) in the entire peace process (from prevention to peacebuilding). Central to Resolution 1889 is that it underlined the need to enforce policy through organizational change. This can be done through training (Puechguirbal 2003; Whittington 2003; Lyytikainen 2007; Hudson 2009; Nduka-Agwu 2009; Schoeman 2010) and the establishment of a gender adviser function (Puechguirbal 2003; Whittington 2003; Lamptey 2007; Nduka-Agwu 2009; Olsson 2009; Tryggestad 2009). The EU has followed the UN's policy of establishing gender adviser functions and today has such functions in all its missions (Council of the European Union 2010a).<sup>8</sup> In the words of the European Union External Action Service:

The EU's approach is operational towards implementation within the Common Security and Defence Policy (CSDP), and has designated gender advisors or focal points in all CSDP missions.<sup>9</sup>

The first UN gender advisers were appointed in 1999 to the UN missions in Kosovo and Timor-Leste. The first establishment of this function met with considerable resistance (see Whittington 2003 and Olsson 2009 for an example), and the gender adviser's placement in mission structures has continued to vary. Moreover, the work description has varied substantially:

- ‘Human resource’ function (related to recruitment of women to the mission)

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<sup>8</sup> See Eulriet 2009 for a discussion on the developments in the military components of CSDP missions.

<sup>9</sup> See [http://eeas.europa.eu/top\\_stories/080910\\_en.htm](http://eeas.europa.eu/top_stories/080910_en.htm)

- ‘Gender implementer’ (to realize gender integration in the entire mission)
- ‘Trainer’ of all personnel on gender
- ‘Trainer’ of all personnel on codes of conduct
- ‘Human rights expert’ (support for the situation for local women)
- ‘Guardian’ of Standards of Behavior (overseeing the behavior of mission personnel regarding sexual exploitation and abuse, etc.)
- ‘Liaison’ (being the women’s organizations contact point into the mission);
- ‘Support function’ (strengthening the capacity of the leadership to gender mainstream mandate implementation)

Although lessons learned have established that the gender adviser is most useful when utilized in line with the last point in the list, that is, in a ‘support function’ to the leadership, this is not always practiced. Often the adviser has been placed too far from the Head of Mission. As such, the person charged with this function cannot assist with gender mainstreaming. The person in this function often has also had too low a status to be able to attend leadership meetings (Council of the European Union 2010a; NATO 2012). As can also be noted in the above list, some earlier missions tasked the adviser to act as a ‘guardian’ of Standards of Behavior. As such, the adviser was tasked to deal with cases of sexual exploitation and abuse and other forms of misconduct by personnel. This was soon considered an ineffective approach. The gender adviser did not have high enough ranking or status in the mission to handle such serious cases of misconduct, and such tasking also negatively affected the ability of the adviser to contribute to gender mainstreaming (see Puechguirbal 2003; Whittington 2003; Nduka-Agwu 2009; St-Pierre 2011 on the role of the gender adviser). Both the UN and NATO have therefore removed this task from the gender adviser and instead placed it under leadership responsibilities (see, for example, NATO 2012).

Other central lessons learned on how to create the necessary organizational change concern analysis of mandate objectives, the monitoring of the process, and an overview of funding criteria. The last aspect is central because ‘gender aspects’ often tend to be given a low status. As such, they are not granted sufficient resources (Olsson 2001; Puechguirbal 2003; Whittington 2003; Lamptey 2007; Fujio 2008; Hudson 2009; Nduka-Agwu 2009; Schoeman 2010; Dharmapuri 2011; O’Connell 2011; St-Pierre 2011). The collection of gender-disaggregated data is key to analysis because it affects the ability to correctly integrate gender in planning, execution, and reporting (Hafner-Burton and Pollak 2002; Puechguirbal 2003; Puechguirbal 2011). Although ECOSOC suggested the use of gender-disaggregated statistics

and indicators to monitor the progress of gender mainstreaming as early as 1997 (Charlesworth 2005, 5), it was to take until Resolution 1889 (2009) before indicators were developed. It has been argued that enforcement through follow-up and monitoring of progress was made more difficult by the rather vague language in Resolution 1325 (Fujio 2008, 222–224; see also Tryggestad 2009).<sup>10</sup> The decision in 2009 to develop indicators was followed by a long consultation and working process led by the Office of the Special Adviser on Gender Issues and Advancement of Women and resulted in the suggestion of twenty-five UN indicators in October 2010. The EU followed the process by developing fifteen indicators, which the Political and Security Committee endorsed in 2010. The first report came in May 2011 (Council of the European Union 2010b; 2011b).

## 2.2. Developing an Analytical Framework

The European Union has policy commitments to promote the role of women in peace building and to enhance the implementation of UNSC Resolution 1325 in its external actions (Council of the European Union, 2008a).

As could be observed, existing knowledge contains a substantial amount of information about the relevance and form of gender policy for peace missions. When the data are presented as a mass of information, however, it can be difficult to get a clear understanding of what enforcing gender policy actually entails. In order to create a more pedagogical overview of the contents of the EU's gender policy for CSDP missions, the report will use an analytical framework first created by Olsson (2008) and then used by Olsson and Tejpar (2009). The framework builds on existing knowledge and divides the review of existing policies into four 'working areas' that the Heads of Mission need to address. The working areas are on two levels of implementation – the 'external' and 'internal' – and the framework considers both gender 'integration' and women's 'participation' (see Figure 1 below for an overview).

The two external working areas focus on the area of responsibility. The first working area is *External integration* (A1 in the figure), which seeks to capture how to best integrate a gender perspective in the mandate implementation (i.e., how to gender mainstream). The second

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<sup>10</sup> Between 2001 and 2007, the main follow-up of the resolution was conducted through an Open Debate on Resolution 1325 held each year around the date of the adoption of resolution. One theme was selected for each year (for example, in 2012, the theme was the role of the civil society and monitoring of implementation in the UN system), and each year one women's group from a conflict area presents its concerns to the Security Council. See Fujio 2008 (227–231) for a discussion on the role of the different actors in the Open Debate on Resolution 1325.

working area is *External participation* (A2 in the figure), concerning how the mission interacts with and seeks to involve both women and men in the host population. In short, these two working areas specify how the mission should work to reach the mission objectives through the use of a gender perspective in the mission area.

The internal level focuses on what EU’s gender policy states about how a CSDP mission should be organized in order to be able to integrate a gender perspective in its mandate implementation. The first internal working area is *Internal integration* (A3 in the figure), which focuses on what EU policy states about the organization of the mission’s daily work. This area includes considering gender in the analysis, planning, reporting and evaluations, funding, and training in order to ensure that the organization has the capacity to integrate gender throughout its mandate implementation. The second internal working area is *Internal participation* (A4 in the figure). This last working area primarily concerns recruitment for CSDP missions, how the work in the field is organized in order for both men and women to be able to perform their duties effectively, and how misbehavior is handled.

Figure 1: Working Areas in Existing Gender Policy<sup>11</sup>

	<b>Integration</b> (i.e. How and where do we gender mainstream?)	<b>Participation</b> (i.e. How do men and women take part in the work?)
<b>External</b> (i.e. How is the external situation addressed in order to achieve the mandated objective?)	<b>A1. Mandate interpretation and execution</b> <ul style="list-style-type: none"> <li>- How the main assignments are interpreted in order to include gender specific aspects</li> <li>- Execution of assignments</li> <li>- Adaption to developments on the ground</li> </ul>	<b>A2. Cooperation, support and representations</b> <ul style="list-style-type: none"> <li>- Interaction with both women and men (such as information collection and distribution)</li> <li>- Interaction, cooperation and support to women’s organizations in the host society</li> </ul>
<b>Internal</b> (i.e. How do we organize our own work?)	<b>A3. Work structure of the mission</b> <ul style="list-style-type: none"> <li>- Analysis</li> <li>- Planning</li> <li>- Reporting, benchmarking and evaluations</li> <li>- Funding</li> <li>- Education and Training</li> </ul>	<b>A.4 Recruitment of mission personnel and equal opportunities</b> <ul style="list-style-type: none"> <li>- Employment of male and female personnel – in all functions and at all levels</li> <li>- Work environment</li> <li>- Standards of Behavior</li> </ul>

<sup>11</sup> Figure developed from Olsson and Tejpar (2009)

By dividing the policy into these four working areas it is possible to get an overview of the contents of the policy. In addition, the framework allows us to identify gaps in existing policy.

### **2.2.1. The External Working Area**

The integration of a gender perspective and the work with participation has to be based on the mandate of the mission in order to be effective and goal-oriented. Thus, addressing the external working areas requires us to consider the mandated assignments (including the way they are prioritized and executed) as well as to identify specific tasks related to Resolution 1325 (and the follow-up resolutions) that need attention. In this, the participation of women in the host society is considered to be central. In short, how is the external situation addressed in order to achieve the mandated objective?

#### ***External Integration: Mandate Interpretation and Execution (A1)***

The mandate of the mission is central because the main effects of the missions stem from the work with the main assignments. It is what the mission does as a whole that will affect both women and men. Non-gender-aware implementation is indicated to have negative effects for women (Olsson 2009). Thus, how do we best integrate a gender perspective in our mandate implementation to obtain the objective? It is therefore central to consider what gender policy states about the main mandate assignments (such as the Rule of Law, DDR, SSR) of CSDP missions. Moreover, does EU policy outline how the mandates should be implemented in order to include a gender perspective? Last but not least, does policy say anything on how to ensure that the missions can adapt to changes in the local developments that potentially affect men and women differently?

#### ***External Participation: Cooperation, Support and Representation (A2)***

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 peace-building and reconstruction programs. Women's organizations are identified as particularly important actors. The working area of external participation therefore focuses on how a mission can work to ensure that both women and men can get information about the ongoing work, as well as how they can participate and contribute. This requires interaction with women and men alike. Interaction and cooperation with as well as support to women's organizations are other central components. That said, often a number of women's

organizations are active in the host society, not all representing the same interests. It is therefore important to also consider what interests the different women's organizations represent to ensure a fair representation.

### **2.2.2. The Internal Working Area**

Missions have to create an organization that is capable of integrating gender when working to reach the mandate objectives. This requires us to ask: How do we organize our own work to enable gender integration and participation of both male and female staff?

#### ***Internal Integration: Work Structure (A3)***

How should a mission be organized in order to ensure that it is capable of integrating gender? A first step is to analyze the gender-specific aspects of the mandate. Directly related to this analysis is the collection of gender-disaggregated data and information. In addition to analysis, what does policy state about the planning? In this planning, we should specifically note what EU gender policy states about designated gender experts. Analysis and planning of the conduct of the mission should be followed up in reporting, benchmarking and evaluations. Are there any specifications in policy on how this should be carried out? Moreover, when the needs for gender mainstreaming and gender aspects have been identified in an analysis, is there funding available? How is that covered in policy? Last but not least, what does EU policy state about gender integration in terms of the training and education of personnel?

#### ***Internal Participation: Recruitment Policies and Equal Opportunities (A4)***

The last working area concerns the internal participation of male and female personnel. In short, how do we organize our work so that we can recruit both women and men as well as ensure that both male and female personnel can perform their assignments? More specifically, what do the policies state about participation of men and women, and how are the EU missions succeeding in reaching such targets? Once personnel have been recruited, it is also central to consider policies related to the work environment. Is it possible for both men and women to work effectively? Or do we have problems with discrimination and the like? This is directly related to the rules that regulate behavior of personnel toward the host population. That is, what does gender policy state on the Standards of Behavior?

### **3. Reviewing EU Gender Policy**

Acknowledging the EU commitments to human rights, gender equality and gender, peace and security, each and every member of CSDP missions and operations have a personal responsibility to take these objectives into account in his/her work. Leadership at various levels has a particularly central role in implementing EU policy (Council of the European Union 2012c, 6).

The quote clearly states that missions should work to realize EU's commitments on gender, peace and security. Moreover, EU has decided that gender equality is a fundamental principle of its Common Foreign and Security Policy. As such, it should be a "central consideration" in the organization's missions and operations (Council of the European Union 2012c, 6). Although many adhere to these principles, it can be problematic to comprehend exactly what they entail for everyday work in a CSDP mission. In order to better understand this, the report will now apply the analytical framework to EU gender policy. This will assist us in identifying what the EU's CSDP missions are obliged to achieve in this area as prescribed by its own gender policy. In addition, it will enable us to discuss if there are gaps in existing gender policy that can affect the ability to achieve the objectives.

#### **3.1. The External Working Area: Reaching the Mandate Objectives**

How is the external situation addressed in order to achieve the mandate objectives? In order to be effective and goal-oriented, the integration of a gender perspective and the work with participation has to be based on the mandate of the mission. Thus, addressing the external working areas requires us to consider what gender mainstreaming means for the mandated assignments (including the way they are prioritized and executed) as well as identification of specific areas related to Resolution 1325 (and the follow-up resolutions) that need attention. In this, the participation of women in the host society is considered to be central – who is involved and who receives information?

*Working Areas in Existing Gender Policy (see 2.2)*

	<b>Integration</b> ( <i>i.e. How and where do we gender mainstream?</i> )	<b>Participation</b> ( <i>i.e. How do men and women take part in the work?</i> )
<b>External</b> ( <i>i.e. How is the external situation addressed in order to achieve the mandated objective?</i> )	<b>A1. Mandate interpretation and execution</b> <ul style="list-style-type: none"> <li>- How the main assignments are interpreted in order to include gender specific aspects</li> <li>- Execution of assignments</li> <li>- Adaption to developments on the ground</li> </ul>	<b>A2. Cooperation, support and representations</b> <ul style="list-style-type: none"> <li>- Interaction with both women and men (such as information collection and distribution)</li> <li>- Interaction, cooperation and support to women's organizations in the host society</li> </ul>
<b>Internal</b> ( <i>i.e. How do we organize our own work?</i> )	<b>A3. Work structure of the mission</b> <ul style="list-style-type: none"> <li>- Analysis</li> <li>- Planning</li> <li>- Reporting, benchmarking and evaluations</li> <li>- Funding</li> <li>- Education and Training</li> </ul>	<b>A.4. Recruitment of mission personnel and equal opportunities</b> <ul style="list-style-type: none"> <li>- Employment of male and female personnel – in all functions and at all levels</li> <li>- Work environment</li> <li>- Standards of behavior</li> </ul>

### **3.1.1. External Integration: Mandate Interpretation and Execution**

[G]ender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality (Council of the European Union 2008a).

The first working area (A1 in the figure) concerns external integration. How do we best integrate a gender perspective in our mandate implementation to obtain the objective? It is therefore central to consider what gender policy states about the main mandate assignments (such as the Rule of Law, DDR, SSR) of CSDP missions. Moreover, does EU policy outline how the mandates should be implemented in order to include a gender perspective? Last but not least, does policy say anything on how to ensure that the missions can adapt to changes in the local developments that potentially affect men and women differently?

In the EU, Resolution 1325 has become closely connected with contributing to gender equality. Gender equality and upholding men's and women's human rights are therefore two of the main approaches to Women, Peace and Security as identified in the *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security*. Thereby, the work relating to peace and security should be set in relation to broader issues of postwar economic and political development. The EU gender policy states that the EU should promote the ratification of CEDAW and other central documents, including National Action Plans, in the countries where it operates (Council of the European Union 2008a, 10, 12).

The above provides an overarching direction – contributing to gender equality – for CSDP missions. Gender policy also states that:

Council decisions establishing a CSDP mission or operations are to adequately consider gender aspects within the framework of the missions or operation mandate . . . (Council of the European Union 2012c, 8)

It is therefore central to consider what gender policy states about the main mandate assignments. Moreover, does EU policy outline how the mandates should be implemented in order to include a gender perspective? Here, DDR, SSR, Governance and the Rule of Law, and Protection of Civilians are specifically mentioned in policy. In addition, specific tasks are described as being particularly important to consider.

### ***Disarmament, Demobilization and Reintegration (DDR)***

DDR processes are considered to be one area where it is especially important to take gender into account. This means that the gender-specific needs of women, girls, men, and boys have to be integrated into the analysis, planning, and conduct of such processes. A DDR process is also considered an opportunity to “sensitize” participants to the problem of sexual and gender-based violence. In addition, gender policy claims that DDR processes present an opportunity to identify and deal with perpetrators of sexual violence that had taken place during the armed conflict (Council of the European Union 2008a, 17).

### ***Security Sector Reform (SSR)***

SSR is another area where particular emphasis has been put on gender integration. This is considered central because SSR processes, similar to DDR processes, have become “inaccessible” to women when a gender perspective has not been integrated into such

activities (Council of the European Union 2008a, 7). Integrating gender therefore concerns all aspects—from ensuring the capacity of the new police to handle all the forms of crimes that are most common to all its citizens (including sexual and gender-based violence) to access to the justice system for both men and women. Gender aspects are central when working to ensure protection of witnesses (Council of the European Union 2008a, 17). An identified best practice is to support the reform of the security sector to enable it to address cases of sexual violence that occurred during the preceding armed conflict. Training provided to the “local security services” should include sexual and domestic violence. In order to better understand women’s security, it is also relevant to keep track of cases of suicide by women and girls that take place in the mission area. Importantly, when working to address security in the mission area, the CSDP missions should strive to cooperate with local actors (Council of the European Union 2010a, 11-12). Long-term effects should be considered. For example, a lesson learned is that it can be more effective to strive for the integration of gender in general training programs for the police than to organize single training sessions or workshops (Council of the European Union 2010a, 20).

#### **EUPOL RD Congo: Changes in mandate interpretation**

The EUPOL RD Congo mission mandate is to support to the SSR process within the national Congolese police and to address the relationship between the police and the judicial sector. In this work, the mission is one of the few CSDP missions mandated to address sexual violence. This component of the mandate has developed over time and has support in the agreements formulated for resolving the conflicts.<sup>12</sup> When the mission was established in 2007, however, the mandate did not contain any references to gender (Council of the European Union 2007). By 2008, references to gender, notably in terms of gender-based violence, were introduced as the mission’s zone of deployment was extended to Goma and Bukavu of North and South Kivu. The mission should now contribute to addressing the gender-specific aspects of the peace-stabilization process in the eastern parts of the DRC. Provisions were also made for the secondment of gender experts to these regions to support the implementation of the mandate (Council of the European Union 2008c). By 2009, the meaning of gender-based violence became more specified to entail “sexual violence” (Council of the European Union 2009a), and from 2010, the mandate states that one of the mission’s particular objectives is “to

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<sup>12</sup> The need to address sexual violence is recognized in both the Inter-Congolese Negotiations Final Act agreement from 2003 and in the Regional Pact on Security, Stability and Development in the Great Lakes Region from 2006 (see Aroussi 2011, 581-582)

support the fight against impunity in the field of human rights and sexual violence” (Council of the European Union 2010c).<sup>13</sup> In direct implementation, this has meant that the EUPOL RD Congo mission on several occasions has held workshops and other training activities on gender-based and sexual violence for police officers. For example, a workshop was organized in Goma by the Congolese authorities with gender experts from the EU mission (EUPOL RD Congo 2010).

### ***Governance and Rule of Law***

The review of constitutions and laws to eliminate discrimination, both “in the letter and application”, are central areas to support for EU missions. In addition, missions should seek to advance “the protection of women’s rights” (Council of the European Union 2008a, 7, 17). The question of supporting gender integration in governance should also be seen in light of the need for economic rights such as those of inheritance. The Rule of Law and governance also concern women’s and men’s equal participation in “decision-making and government bodies,” for example, as electorates or representatives in parliament and government (Council of the European Union 2008a, 17-18). If it is in the mandate, CSDP missions can actually succeed in promoting local legislation that allows for more equal participation by men and women in state institutions and in elections (Council of the European Union 2010a, 18).

### **EULEX Kosovo: Gender mainstreaming and mandate execution**

EULEX Kosovo has a mandate focusing on improving the Rule of Law. In order to accomplish this, the mission has been mandated both executive and supportive powers (Council of the European Union 2008d; 2012b). This means there is substantive power to integrate a gender perspective in the execution of the mandate. A key area in terms of gender integration of the mandate execution has been identified as revising women’s right to inheritance. A review by the EULEX Human Rights and Gender Office has deemed the application of the law as discriminatory (EULEX Kosovo and Kormoss 2010; EULEX Kosovo 2011; Human Rights Centre of University of Essex 2010). The problem is not the letter of the law, which does not differentiate between men and women, but that the application of the law tends to disfavor women, particularly in rural areas (NORMA n.d.<sup>14</sup>; Tawil 2009; Women Caucus of Kosovo Assembly 2012, 31; Qosaj-Mustafa and Farnsworth

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<sup>13</sup> See also Council of the European Union (2011a) and Council of the European Union (2012a art. 1, para. 2).

<sup>14</sup> A Lawyers’ Association.

2009). In order to address this problem in the mandate execution, representatives of the EULEX mission have engaged in awareness-raising campaigns. Moreover, the mission's Handbook on Rule of Law contains information on a Kosovo NGO working to support women's inheritance rights (EULEX Kosovo n.d.). Finally, the Human Rights Review Panel of EULEX Kosovo, an independent mechanism for improving accountability of human rights violations, held a seminar on inheritance rights as part of one of its regular sessions to underline that it is a central issue in the work to create the Rule of Law (Human Rights Review Panel 2011).

### ***Protection of Civilians***

CSDP missions are to continuously call on parties to “take special measures to protect civilians” – women, girls, men, and boys – from sexual and gender-based violence as well as related issues such as forced labor and trafficking. The mission should support the coordination of actors working on protection to address these forms of violence. A central part of the work is to collect information and to report on the level of sexual and gender-based violence. Information should also be shared with the UN Special Representative of the Secretary-General on Sexual Violence in Conflict and the International Criminal Court (Council of the European Union 2012c, 11).

### ***Specific Tasks***

In addition to identifying specific gender aspects of the above identified mandate areas, policy also identifies certain forms of work that particularly need to consider gender. For example, gender policy states that “out-reach projects to the local community”, “monitoring and data collection”, “progress indicators”, and “the information strategy for the mission” are central tasks in which to include a gender perspective. In fact, it even states that the missions should use “websites and other communications to promote a gender perspective” (Council of the European Union 2012c, 11).

### ***Measuring Progress***

As the integration of gender aspects in the mandates is considered central, EU indicators are formulated to measure these developments:

Indicator 13: Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this (European Union Commission 2010a).

According to the first EU report on the indicators, only two out of thirteen active CSDP missions and operations, namely EUJUST LEX Iraq and EULEX Kosovo, reported that their mandate included a reference to gender. The EUPOL RD Congo mission stated that it does not have a reference to gender but that the mandate clearly refers to sexual violence. All missions and operations, however, report that they have considered gender in their planning documents, such as the Operation Plan (OPLAN) and Concept of Operations (see Council of the European Union 2011b). This means that the operations can act in accordance with the EU's gender policy despite not having gender specifically mentioned in the mandate.

### **3.1.2. External Participation: Cooperation, Support and Representation**

External participation (A2 in the figure) focuses on how local men and women can participate in and contribute to creating peace. External participation also considers how a mission can work to ensure that both local women and men can receive and provide information in relation to the work of a CSDP mission. Such efforts require an analysis of how to create more systematic interaction with both women and men. For example, how does a mission organize meetings to get and distribute information? Interaction and cooperation with and support to women's organizations are other central issues. Are any of the local women's organizations consulted or supported? Moreover, there are often a number of women's organizations present in a host country that stand for different interests. It is therefore also important to consider some organized form of representation.

EU's *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security* states that “. . . women's peace initiatives and conflict resolution efforts are a valuable resource for the development of sustainable and inclusive approaches to peace and security.” Moreover, it emphasizes that “[t]he European Union has policy commitments to promote the role of women in peacebuilding and to enhance the implementation of UNSC Resolution 1325 in its external actions” (Council of the European Union 2008b, 4). Policy also places substantial weight on the promotion of gender equality when supporting women's participation. The EU should “promote women in political decision making and government bodies”. It should also

promote women's organizations and other actors who work on women's rights (Council of the European Union 2008b, 18). More specifically, it states that:

[t]he EU will step up its consultations and cooperation with local and international non state actors active in the promotion of women's rights. It will seek to consult and cooperate with issue-specific groups when such an approach is deemed useful, for example with women's health groups or women cooperatives, and search for other strategic venues for connecting to women, such as religious institutions. The EU will also support and build the capacity of local non-state actors to enable their full participation in the promotion of women's rights and gender equality in conflict-affected regions (Council of the European Union 2008b).

Given these strong statements on the importance of supporting external participation, policy on this should be a quite developed area of EU's gender policy. Policy related to CSDP missions does prescribe that EU personnel should meet with actors promoting gender issues in the mission area in all forms of early preparations of a mission – such as fact finding and planning (Council of the European Union 2008b, 6; 2012c, 8).<sup>15</sup> Meeting actors who promote gender equality is perceived as enabling the missions to more accurately understand the gender-specific aspects at play in the mission area. In addition, it would make the mission better able to handle the expectations of both local men and women. EU personnel should also meet with “both men and women in decision-making functions” (Council of the European Union 2012c, 8). Participation here appears to be related to supporting women's rights rather than to ensuring both women's and men's participation in the work for peace. Missions should, for example, advocate gender equality in their cooperation with local authorities. Moreover, it is stated that missions “can play a supportive role” to women's organizations and local human rights organizations by seeking advice from or exchanging information with such groups (Council of the European Union 2012c, 13).

As the above quote seems to indicate, the question of participation is connected to mandate implementation. A central area is the efforts to increase participation in order to collect or provide information so as to adapt the mission's work to the situation in the mission's area. For example, gender policy states that “missions are to ensure that they solicit and incorporate the views of both men and women and local human rights groups working on gender issues in order to promote their participation” (Council of the European Union 2012c, 13). If a mission is supporting peace negotiations, then the “equal and full participation” of women should be

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<sup>15</sup> This formulation is strengthened in the version from 2012. The earlier version from 2008 always included a weakening component of “where appropriate” (see Council of the European Union 2008b; 2012c).

supported.<sup>16</sup> These quotes indicate that a mission should not organize meetings simply for the sake of holding meetings but should organize them so that women and men can receive information on and provide input to the ongoing process within, for example, governance and the Rule of Law, human rights, or SSR/DDR processes. The role of women and women's organizations in integrating gender in peace processes is one of the central arguments underlying Resolution 1325. Unfortunately, the policy is rather vague on the question of representation of women's organizations.

#### **EUPOL RD Congo: Providing input on the SSR process**

EUPOL RD Congo has a mandate to support the SSR project. Connecting women's participation to this process is thus central. For example, a roundtable on SSR was organized in 2008 by the DRC government. The roundtable included many high-profile DRC government ministers and delegates from MONUC and the EU. The EUPOL/EUSEC gender adviser worked with local women's organizations ahead of the meeting to make sure that their concerns would be taken into account. The strategy was to adopt a declaration written by the women's organizations. This declaration was then circulated at the meeting, particularly targeting those leading the working committees that provide input to the SSR process. As part of the roundtable, a specific working group on human rights and gender was also set up. The gender adviser was appointed president for this group, and the aim of the group was to provide women's organizations with the opportunity to provide direct input on SSR to the Congolese authorities. The working group also based its work on the adopted declaration. Because they had been able to participate in the process, the working group could urge the Congolese authorities to set up structures for handling gender aspects of the SSR process and to establish units within the police and judiciary that focus on the protection of women (Gya, Isaksson and Martinelli 2009, 29; GFN-SSR 2008).

In order to track the process, the EU has developed an indicator that focuses on CSDP missions' work related to women's participation. More specifically, it measures

Indicator 10: Number and type of meetings of EU Delegations, EU Member States' embassies and CSDP missions with women's groups and/or non governmental organisations dealing with women, peace and security issues (European Union Commission 2010a).

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<sup>16</sup> Here, there is reference made to Concept on Strengthening EU Mediation and Dialogue Capacities from 2009. This is related to the ongoing UN process on improving women's participation in peace negotiations (see Council of the European Union 2012c, 13).

Unfortunately, the 2011 report on the indicators does not include information on how the CSDP missions have dealt with the questions of participation (see Council of the European Union 2011b). International missions have frequently been criticized for their lack of support for women's participation. For example, the Kvinna till Kvinna foundation considers that there is a need to improve the communication with civil society in the mission areas. This involves creating structures for interaction, both for communication and for collecting information, as well as for integrating the concerns of the women's organizations (Mannergren Selimovic et al. 2012).

#### **EUPOL COPPS: Head of Mission and information sharing**

The EUPOL COPPS mission should assist the Palestinian Authority's work with law and order and support the capacity development of the civil police and law enforcement. In order to reach Palestinian women with information about the work of the mission, the Head of Mission has participated in events highlighting gender issues. For example, the Head of Mission participated in a seminar called "Women's Participation in Peace-Building, Justice and Security in the OPT," coinciding with the tenth anniversary of Resolution 1325 in 2010. The seminar format also was created in order to allow for the forwarding of selected panelists' experiences from working in women's organizations (EUPOL COPPS 2010). In addition, the Head of Mission has held meetings with the appointed gender advisers within the Palestinian Police. By attending or hosting meetings like these, the Head of Mission receives direct input on the initiatives and work carried out within the Palestinian Police or by local organizations (EUPOL COPPS 2011).

### **3.2. Internal Working Area: Creating Organizational Capacity**

How do we organize our own work to enable integration and equal participation? Missions have to create an organization that is capable of integrating gender when working to reach the mandate objectives. Moreover, what is the policy on improving the gender balance of the mission and what on Standards of Behavior?

*Working Areas in Existing Gender Policy (see 2.2)*

	<b>Integration</b> ( <i>i.e. How and where do we gender mainstream?</i> )	<b>Participation</b> ( <i>i.e. How do men and women take part in the work?</i> )
<b>External</b> ( <i>i.e. How is the external situation addressed in order to achieve the mandated objective?</i> )	<b>A1. Mandate interpretation and execution</b> <ul style="list-style-type: none"> <li>- How the main assignments are interpreted in order to include gender specific aspects</li> <li>- Execution of assignments</li> <li>- Adaption to developments on the ground</li> </ul>	<b>A2. Cooperation, support and representations</b> <ul style="list-style-type: none"> <li>- Interaction with both women and men (such as information collection and distribution)</li> <li>- Interaction, cooperation and support to women's organizations in the host society</li> </ul>
<b>Internal</b> ( <i>i.e. How do we organize our own work?</i> )	<b>A3. Work structure of the mission</b> <ul style="list-style-type: none"> <li>- Analysis</li> <li>- Planning</li> <li>- Reporting, benchmarking and evaluations</li> <li>- Funding</li> <li>- Education and Training</li> </ul>	<b>A.4 Recruitment of mission personnel and equal opportunities</b> <ul style="list-style-type: none"> <li>- Employment of male and female personnel – in all functions and at all levels</li> <li>- Work environment</li> <li>- Standards of behavior</li> </ul>

### **3.2.1. Internal Integration: Work Structure**

Internal integration (A3 in the figure) addresses how a mission can work to integrate gender in its daily efforts. That is, how should the work be organized to ensure that we gender mainstream? A first step is to conduct an analysis of the gender-specific aspects of the mandate. Directly related to this is the collection of gender-disaggregated data and information. In addition to analysis, what does policy state about the planning? In this planning, we should specifically note what the EU's gender policy prescribes about designated gender experts. Analysis and planning of the conduct of the mission should then be followed up in reporting. Are there any specifications in policy on how this should be carried out? Moreover, when the needs for gender mainstreaming and gender aspects have been identified in an analysis, is there funding available? How is that covered in policy? Last but not least, what does the EU's policy state about gender integration in terms of training personnel?

## *Analysis*

[[T]he EU will promote a gender-sensitive approach in the preparatory phases of its activities, thus seeking to obtain a thorough understanding of issues such as women's participation in political, cultural and economic life and sexual and gender based violence (Council of the European Union 2008a).

Existing EU policy states that gender aspects, including violence against women, should be included from the preparatory phases of a mission. That is, information on both women's and men's situations need to be considered as relevant in the situational analysis by the EU Situation Center (SITCEN). Moreover, situational assessments should take gender aspects into account, including the potential threats of sexual or gender-based violence that can exist in the mission area (Council of the European Union 2008b, 5-6; 2012, 7). Exploratory and fact-finding missions should take gender into account in their analysis (for example, by always considering questions related to how the conflict affects men and women and the role in decision making for women and men in the host society). To ensure that this is correctly done, it is important to include "gender expertise" in the preparatory phases. Moreover, a special section of the early mission reports should specifically bring out the identified gender-specific aspects (Council of the European Union 2012c, 7).

In order to assist the collection of high-quality data for analysis, the policy specifies that the relevant EU human rights country strategies "should be used." Moreover, gender policy states that "data is to be collected on gender dimensions in the different functional areas covered by the assessment" because it is important to be able to analyze the situation of both men and women (Council of the European Union 2012c, 7). Although this appears to connect gender very closely to human rights developments, this policy still underlines the role of gender-disaggregated data for the possibility of including gender from the outset of the missions. Importantly, gender policy also outlines that it is central to continue to collect gender-disaggregated data throughout the mission in order to maintain a gender-aware implementation of the mandate (Council of the European Union 2012c, 11).

### **EUMM Georgia: Gender-disaggregated data and monitoring**

EUMM should seek to prevent the renewal of an armed conflict and assist in making the areas adjacent to the Administrative Boundary Lines of the breakaway regions of Abkhazia and South Ossetia "safe and secure" for the local population. To achieve this, the Administrative Boundary Lines are patrolled in order to monitor and report on the Human Rights situation. In

order to gender mainstream this work, a central measure has been to collect gender-disaggregated data in order to better understand the situation for both men and women. Such measures also are considered to improve the quality of the information collected.<sup>17</sup>

### *Planning*

As we could see from the discussions on external integration, only three missions report that they have a reference to gender or to sexual violence in their mandates. All missions, however, reported that they had addressed gender in their planning process. For example, some missions have developed their own “gender road maps,” as in EUPOL COPPS, or a “gender situational awareness matrix,” as in EUFOR Althea (Council of the European Union 2010a, 17). What, then, does gender policy state on the subject of planning? First, it says that all early planning teams and planning activities must consider gender aspects. They should in this work enlist gender experts (Council of the European Union 2008b, 6; 2012c, 8) in order to ensure the quality of this integration.<sup>18</sup> Moreover, central EU documents on gender should be included as “key reference documents” to all “operation planning documents for CSDP missions” (Council of the European Union 2012c, 8). When the early planning is then formulated in a Concept of Operations, this document has to consider the identified gender aspects. These identified gender aspects then have to be included when the concept is translated into more direct tasks. Protection and participation are here two central areas that need to be operationalized into the central tasks (Council of the European Union 2012c, 9).

The development of the OPLAN then needs to follow up on the gender-specific aspects identified in the analysis and concept. More specifically, the OPLAN should “give instructions to the ways gender aspects should be conducted in the mission or operation” and if, and if so, how to connect the mission to the EU’s other engagement in the host country (Council of the European Union 2012c, 9). In addition, the OPLAN needs to specify how to report on gender aspects – both within the mission and to Brussels (ibid). The “Chain of Command” bears responsibility for ensuring “gender mainstreaming and implementation of more specific gender related tasks set out in OPLAN” and that all components of a mission actually conduct their part in this work (Council of the European Union 2010c; 2012c).

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<sup>17</sup> Personal e-mail correspondence, October 21, 2012.

<sup>18</sup> Here, the language has become sharper in the 2012 version compared to the 2008 document. Where the 2008 document adds comments like “where appropriate,” the 2012 document instead more often uses language like “are to consider,” “are to ensure,” and “is to be included” (see Council of the European Union 2008b; 2012c).

### **EULEX Kosovo: Gender integration in the OPLAN**

The EULEX Kosovo mission should support Kosovo's European integration in the Rule of Law sphere (see Council of the European Union 2008d; 2012b). Because the European Council has decided that gender equality in crisis management activities should be promoted through reforms of the judicial sector (Council of the European Union 2006b), the OPLAN of the EULEX mission contains an annex on gender and human rights. This annex states that the mission will pay extra attention to gender perspectives and the implementation of Resolution 1325 in reaching the mandate objectives. According to the annex, the mission also needs to fulfill a number of reporting obligations on gender, for example, on local women's roles as actors (Frey 2008, 54). In discussing the challenges to the mandate implementation from a gender perspective, EULEX Kosovo considered that one of the external challenges to the mission was the discriminatory practice of inheritance rights, because this violates the right to equal access to justice (EULEX Kosovo and Kormoss 2010).

In addition, policy identifies the importance of organizationally institutionalizing support to active gender integration. From 2012, the EU states that it actively seeks to strengthen the role of the gender expertise in the planning process (Council of the European Union 2012c, 8). This is a change from the 2008 formulations, which more vaguely state that gender experts should be included "where appropriate" (Council of the European Union 2008b, 6). Gender policy from 2012 outlines that gender advisers need to be "adequately trained and skilled" (Council of the European Union 2012c, 8). Earlier lessons learned had identified training as central because the gender advisers have to be able to strengthen their knowledge and expertise throughout the mission. An area that the gender advisers feel is particularly important to receive training on is how to promote organizational change. In addition, the gender advisers express the opinion that their work would benefit if they were able to attend regular courses that provide information on the mandate assignments of the mission in which they work. These could be courses on, for example, the Rule of Law, DDR, or SSR. Attending such a course would make the gender adviser even more skilled in identifying how gender could be integrated into the main work of the mission (Council of the European Union 2010a, 23).

Gender policy prescribes that the gender expertise should be included as early as possible in the planning process because the adviser needs to take part in the more detailed outlining of the mission and its execution (Council of the European Union 2012c, 11). We know from existing knowledge that when the gender adviser is not included in early and detailed

planning, it is very difficult to later integrate a gender perspective in a mission. As brought up in the section on the existing knowledge, the placing of the gender adviser in the organizational structure of the mission is also central. When planning the organizational structure, EU's policy states that it is important to consider the placing of the gender adviser in terms of how it can best assist the Head of Mission and the mission leadership. In order for the gender adviser to have sufficient time and resources to provide sufficient support, the practice of double-hatting gender advisers and human rights experts should be avoided (Council of the European Union 2010a; 2012c, 11).

#### **The EUPOL COPPS: From double-hatting to a designated gender adviser**

The EUPOL COPPS mission has revised its internal structure to work more effectively with gender integration. This has meant moving from having three double-hatted gender/human rights focal points, one in each section of the mission (Council of the European Union 2011b), to a system of having a police gender adviser and a human rights expert working full-time (Gya 2010, 63). Internally, the gender adviser should support and assist the police advisers in order for them to be able integrate a gender perspective in all areas of the mission (training, human resources, criminal investigation department, uniformed police). In addition, the gender adviser provides briefings to new staff arriving to the mission and handles the regular reporting and media activities. Externally, the EUPOL COPPS gender adviser supports and provides technical expertise to the Palestinian civilian police's gender adviser in working to promote the integration of gender (EUPOL COPPS 2012a). For example, support has been given to the recruitment process to increase the number of women in the Palestinian police and when working to integrate gender in training and media activities. EUPOL COPPS has also supported the establishment of female units within the police (EUPOL COPPS 2012a; 2012b).

It is instead considered vital that the gender adviser can participate in strategic meetings in order to fulfill the purpose of the function. In addition to the gender adviser, it is important to appoint gender focal points in different mission components in missions of more than a certain size. The purpose is to assist in gender integration of the entire mission (Council of the European Union 2010a; 2012c, 11).

### ***Reporting, Benchmarking and Evaluations***

Gender policy prescribes that general mission reporting should systematically include gender aspects. This reporting should be done from the first preparatory missions' planning reports throughout the mission. All components of the mission are responsible for reporting on gender and the regular "Chain of Command" should give instructions for how it should be reported (Council of the European Union 2008b, 7; 2012c, 11). For example, Heads of Mission should include gender in their regular reporting to Council committees (Council of the European Union 2012c, 12). In addition, the OPLAN should be "explicit" on how gender aspects should be reported (Council of the European Union 2008b, 7; 2012c, 11). Progress on gender equality among the "local counterparts" in the host country should be specifically mentioned in reporting. Gender advisers should, in addition to the leadership, also be able to communicate directly with the EEAS (European External Action Service) or the Commission. Gender advisers will be invited to speak directly to the Council's committees and working groups (Council of the European Union 2012c, 12).

In addition to general reporting, there is a need for including gender in the evaluation, or assessment, of the impact of missions (Council of the European Union 2012c, 12).<sup>19</sup> The Civilian Planning and Conduct Capability (CPCC) has here developed guidelines, adopted in 2011 by CIVCOM, on how benchmarking should be implemented in civilian CSDP missions (Council of the European Union 2011d). The document outlines the method of working with benchmarks, but does not include specificities, i.e. benchmarks for different working areas, as these are to be dictated by the context of the mission (Council of the European Union 2011d). The guidelines outline the following steps which should be carried out; all preceded by a situation analysis and needs assessment: description of a baseline, objectively verifiable indicators, and means of verification. These steps should be undertaken for each outcome that is specific for every objective or task (Council of the European Union 2011d). This has then been further developed by operations, such as EUPOL Afghanistan, to understand the impact of its work (EUPOL Afghanistan 2012). At present, however, this method of benchmarking is not mentioned in the gender policy but it could be used to understand the gender-specific impact of missions.

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<sup>19</sup> CPCC is one of the structures within the CSDP to address such questions. Mandated to plan and conduct civilian missions within the CSDP, the CPCC currently oversees and supports seven of the missions (Council of the European Union 2012d).

In addition to such regular evaluations and reviews of mission progress, policy on reporting relates to more general processes on gender in the EU. Primarily this relates to the EU's indicators on Resolution 1325 created in order to track the general progress. Therefore, the EU policy regards it as an advantage if the mission reporting can consider the indicators. Moreover, at least one report per year from the missions should focus thematically on gender. This report is important because the results from the missions on gender need to be collected for best practices and fed back to the missions in the format of guidelines, tool kits, and the like. Moreover, gender aspects should be included in the "regular reviews" and assessments. The latter should consider both the impact on women and men in the area concerned and the contribution of gender mainstreaming to effectiveness (Council of the European Union 2012c, 12). The importance of strengthening the reporting was underlined in the EU's own "lessons learned" study (Council of the European Union 2010a, 3). The recommendation was included in the revised gender policy from 2012 (Council of the European Union 2012c, 5).

### ***Funding***

Gender integration has to be part of the fundamental construction of the missions from the mandate formulations. Because missions have to work with gender aspects, this work should be funded (Council of the European Union 2012c, 8). More specifically, in the funding of EU missions, resources should be devoted to gender expertise and "outreach activities" (Council of the European Union 2008b, 7; 2012c, 8). It is unclear exactly what these outreach activities are, but they appear to be designed to make it possible to reach and train the entire personnel on these issues and to reach the host population. In general, however, gender policy is rather vague on funding.

### ***Education and Training***

Gender issues and UNSCR 1325 awareness in the context of ESDP missions/operations are training requirements in the field of ESDP (Council of the European Union 2008a, 14).

The integration of gender perspectives and increasing awareness of the resolution are requirements for training for CSDP missions. Moreover, the member states are responsible for conducting such training (Council of the European Union 2008a, 12-14). Although it was formulated as a requirement, progress did not follow automatically from the decision. Moreover, a survey from 2009 of training undertaken by member states displayed that the

understanding of what constitutes “gender training” varied considerably (see, for example, Olsson and Åhlin 2009 for an overview). The debate on the role of training for the EU’s missions therefore continued and was supported, for example, by the Swedish Presidency of the Council of the European Union, which organized the seminar “Strengthening ESDP Missions and Operations through Training on UNSCR 1325 and 1820.” The Council thereafter adopted a set of recommendations on how to improve gender training by the member states (Council of the European Union, 2009b; Elroy forthcoming). For example, these recommendations address the quality and the access to gender training (Council of the European Union 2009b, 3). To train on gender is considered central because gender is key to a comprehensive understanding of security – that is, to the mission’s ability to provide security to all of the population affected by a conflict – and is thus directly connected to mandate fulfillment (Council of the European Union 2009b, 8).

Another concrete result of the debates on training was the specific recommendation that the EU should support the member states in developing a shared set of training elements on gender. This set would enhance the coherence across states (Council of the European Union 2009b, 4; Elroy forthcoming). This process was further supported by the Belgian presidency of the EU through the expert seminar “Developing Standard Training Elements on Gender and Human Rights in the Context of CSDP Missions and Operations.” The seminar formulated a draft training concept that was then developed and approved as minimum standard training elements on gender. This material was then used to create a standard EEAS gender-training module for pre-deployment training for CSDP missions (Elroy forthcoming; see example below).<sup>20</sup>

#### **EEAS gender module: Pre-deployment training**

The gender-training reference package of the EEAS comprises five key components. It starts with a session that aims to make the participants understand the different security needs of women, men, girls, and boys. This session is followed by a session on the policy framework that takes into consideration both developments within the UN and the EU. The third component introduces the concept of gender, and the fourth session shows how to practically apply the concepts through a gender analysis. These parts also deal with the issue of sexual violence and how to address this in both a strategic and an operational manner. The last

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<sup>20</sup>See Annex I for a more complete background to the Standards training module on gender and for an overview of the contents.

session is a case study (there are different studies to choose from), which allows the participants to apply the knowledge and skills on a practical CSDP-relevant case. The training module is meant to serve as a general and practical introduction to the concept of gender and the practical application of Resolution 1325 and its follow-up resolutions. The ultimate aim is not to give fixed directives but to provide a source of inspiration and ideas to each member state interested in furthering its own gender training practices. In addition, the contents can be adapted to assist gender advisers and trainers in the field to support in-mission training (Elroy forthcoming).

The development of training on gender is thus based on an EU-driven process. More concretely, the current policy makes rather specific points of training. First, Heads of Missions should receive training on gender policy and on existing tools for addressing gender aspects in CSDP missions. In-mission training for the leadership already deployed “should also be conducted on a regular basis.” Second, gender should be integrated in the pre-deployment training for all personnel (Council of the European Union 2012c, 15). With the development of the “Standard Module on the Implementation of UNSCRs 1325 and 1820 in the CSDP Missions” training should use this module. In addition, there is an Internet-based module on gender, “A Comprehensive Approach to Gender in Operations,” developed by the European Security and Defense College, which can be used to strengthen training on gender (Council of the European Union 2012c, 15).

The need for training does not end with the deployment of personnel. Even if a central lesson learned is that training on gender is especially efficient when provided prior to deployment, training on gender integration is also important while personnel are in the field. In-mission training is therefore needed in all stages of a mission (Council of the European Union 2009b, 4-5; 2010a, 23). Because all mission personnel are to receive in-mission training, it is suggested that personnel should be given “strong and sufficient long components on gender aspects, including on sexual and gender-based violence, where relevant” (Council of the European Union 2012c, 15). It is not clear what “where relevant” entails, but it appears to decrease the importance of giving sufficient time and resources to the training on gender. In-mission training should contain a module on the Standards of Behavior including the “zero tolerance” for sexual exploitation and abuse (Council of the European Union 2012c, 15).

### **EUMM Georgia: In-mission training on gender**

The mandate of EUMM Georgia is a monitoring mission designed to reduce the risk of a resumption of hostilities and to contribute to stability in Georgia and the surrounding region. In order to increase the gender awareness during monitoring of the administrative boundary lines, the EUMM together with the Folke Bernadotte Academy in 2010 initiated capacity enhancement training for the EUMM staff. The training consisted of a two-day session for the recently appointed gender focal points throughout the mission and four one-day sessions for other staff. The training was conducted at the headquarters in Tbilisi and at the three field offices located in Gori, Mtskheta, and Zugdidi. In total, 120 staff were trained on key concepts, on how to do a gender analysis, and on how to practically integrate a gender perspective into the mission's daily work, not least on the information gathering and reporting aspects (Folke Bernadotte Academy 2010, 49).

The EU has formulated an indicator in order to follow up on the progress of the use of gender and Resolution 1325 in training for CSDP missions.

Indicator 12: Proportion of men and women trained specifically in gender equality among diplomatic staff, civilian and military staff employed by the EU Member States and military and police staff participating in UN peacekeeping operations and CSDP missions (European Union Commission 2010a).

The report from 2011 on the indicators shows that it has primarily been women in the member states whom have received training on gender. The report therefore underlines that it is important to also train men. This report addresses the misunderstanding that gender is a 'women's issue' (Council of the European Union 2011b, 4). Few of the member states responded to the question on the indicator concerning training, and even fewer gave details on what form of training on gender they provided or whom they trained (Council of the European Union 2011b). In spite of the weak reporting on internal training, many member states did answer that they had provided training to third countries on gender perspectives and sexual and gender-based violence (Council of the European Union 2011b). The 2011 annual report on training also states that "mainstreaming human rights and gender issues" need more attention. The need is particularly great to train contracted personnel in CSDP missions (Council of the European Union 2011c, 10).

The issue of training is connected to the question of internal participation "in order to increase the impact of training". The Council has recently concluded that more men should be

nominated as gender focal points and more male staff should be working on gender perspectives “in order to increase efforts to engage men through training and mentoring” (Council of the European Union 2012c, 11). Furthermore, it has been agreed that “an increased participation of women in the missions and operations training activities for the local population is to be encouraged” (Council of the European Union 2012c, 15). Let us therefore go into this last working area of internal integration.

### **3.2.2. Internal Participation: Recruitment Policies and Equal Opportunities**

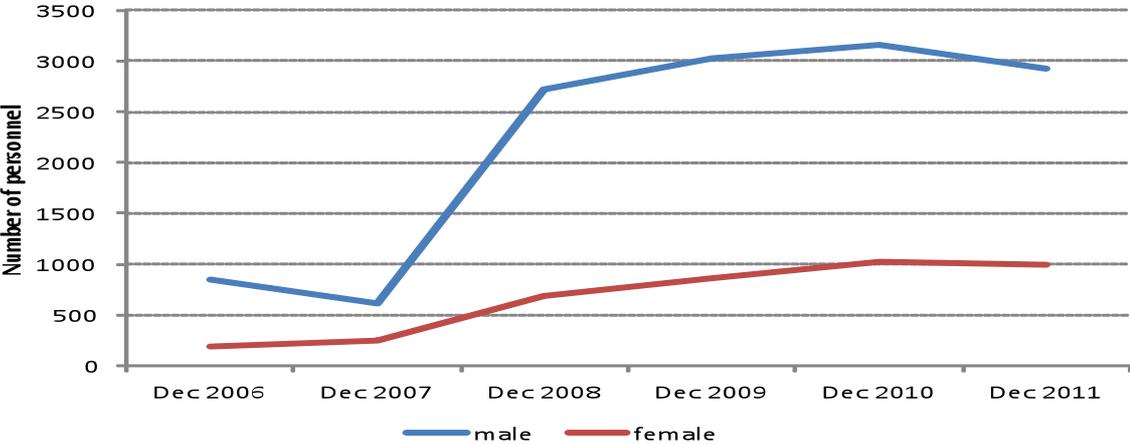
The work area of internal participation (A4 in the figure) addresses the measures undertaken both to improve the employment rates of both women and men and to ensure equal opportunities. In short, how do we organize our own work so that we can recruit both women and men as well as to ensure that both male and female personnel can perform their assignments? More specifically, what do the policies state about the employment of men and women, and how are the EU’s missions succeeding in reaching such targets? Once personnel have been recruited, it is central to consider policies related to the work environment. Is it possible for both men and women to work effectively? Or do we have problems with discrimination and similar issues? This is directly related to the rules that regulate behavior of personnel toward the host population. That is, what does policy state about the contents of the Standards of Behavior?

#### ***Employment of Male and Female Personnel***

In line with Resolution 1325 (2000), which emphasizes the need to increase the number of women in peace operations, the EU strives to increase the number of women in CSDP missions—from the sections that prepare missions to participation in the mission itself. More specifically, the Council has stated that “the Member States and the EEAS should also consider gender balance when nominating and appointing positions on all levels including senior positions in missions and operations, as well as in the EEAS crisis management structures” (Council of the European Union 2012c, 7). As such, the EU’s statements on the employment of both male and female personnel are rather vague compared to, for example, NATO or UN policies, which more clearly signal the importance of improved gender balance in missions (although their actual achievement is not that much better than the EU’s; see, for example, Schølset forthcoming; Olsson and Möller forthcoming).

Actual progress in improving the gender balance among staff, however, has been slow. Data on employment in the EU’s missions and operations are available from 2006. During this period, the EU reports gender-disaggregated data on seventeen of its missions with a focus on primarily civilian personnel.<sup>21</sup> Olsson and Möller (forthcoming) track progress during this time period and note that there has been a slow but steady improvement of the gender balance. From 2006 to 2011, the proportion of women increased from 18 percent to 25 percent. Because the total number of personnel deployed by the EU has increased substantially during this time period, the actual number rose from 190 female personnel working in CSDP missions in 2006 to 1,000 in 2011.

Graph 1: Trends in EU personnel<sup>22</sup>



Although the general progress has been positive, there is still much variation within the reporting missions for this time period. As can be seen in Table 1, the average level of participation of women by mission active in the 2006-2011 time-period, varied from 34 percent in EUPM Bosnia and in EUPT Kosovo,<sup>23</sup> followed by EUJUST LEX (Iraq)

<sup>21</sup> Data on personnel by gender was available only for personnel directly deployed by the EU, not those who are deployed by the member states in the EU’s military operations. It was not possible to get access to such data. Interestingly, NATO collects from its member states such data that concern the states’ contributions to all international operations. However, this data have substantial problems (see Schølset forthcoming).

<sup>22</sup> Graph 1 from Olsson and Möller (forthcoming). Numbers are for one month a year as it was difficult to get complete monthly time series. However, it is important to note that there appears to be no systematic bias in this data.

<sup>23</sup> The European Union Planning Team in Kosovo, established in 2006, was a planning mission mandated to prepare for a possible EU mission in the field of rule of law. Specifically, it was to prepare for the transition of the United Nations Interim Administration Mission in Kosovo (UNMIK) and EULEX Kosovo in the ongoing status process (Centro Studi sul Federalismo 2012). A reason behind the higher participation of women in the EUPT mission compared to EULEX Kosovo could be

employing 29 percent women, down to only 3 percent women working in the EUPOL Kinshasa mission. In short, all missions are still very male-dominated. Looking at the data from the mirroring perspective, on average, the missions actually ranged between 66 percent to 97 percent *male* personnel.

*Table 1: Female participation in EU missions, average percentage for 2006-2011<sup>24</sup>*

<b>Mission name</b>	<b>Average female participation</b>
EUPT Kosovo	34%
EUPM (Bosnia)	34%
EUJUST LEX (Iraq)	29%
EUPOL COPPS	29%
EUMM Georgia	27%
EUPOL RD Congo	23%
EULEX Kosovo	22%
Guinea Bissau	19%
EUPOL Afghanistan	17%
EUBAM Rafah	13%
EUSR Reinforced Support Team (Georgia)	13%
AMIS II Police Team (Darfur)	12%
AMIS II (Darfur)	10%
EULEX RTF (Kosovo - Reinforcement Task Force)	7%
EUSEC RD Congo	5%
EU Support Action to AU	4%
EUPOL Kinshasa	3%

This still does not identify where men and women are working in the mission. We know that we have a gender distribution of labor that often affects where in a mission we find female and male personnel (see, for example, Valenius, 2007).

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that the latter had far fewer personnel, around 80 international and 55 local staff, than the former, making it easier to achieve a higher percentage of women.

<sup>24</sup> Table from Olsson and Möller (2012, 12). The list includes all missions that have been active in the 2006-2011 time period. Several of these missions were not active for the entire time period, for example: EUPT Kosovo, EUPM (Bosnia), EU SSR Guinea Bissau, AMIS II, and EUPOL Kinshasa.

### **EULEX Kosovo: Understanding internal participation**

Following the European Union's intentions, EULEX Kosovo attempted to improve its gender balance by reviewing the selection process for staff (European External Action Service 2012a; 2012b). EULEX Kosovo also exemplifies the complexity of internal participation. There can be great variation in different categories of staff. For example, in 2009/10, 22 percent, or 609 out of 2,809 persons, of the staff were women. However, if we look closer at this data, they show that the locally hired staff had 32 percent women personnel compared to 15 percent among the international staff. The gender balance also varied in the different components of the mission. In the justice component, 42 percent were women. In the administration, 34 percent were women, and at the office of the Head of Mission, 27 percent were women. Among the personnel working more directly in the field (and thereby interacting more with the Kosovo population), 13 percent of the personnel in the customs component were women and only 10 percent in the police component were women. That is, 87 percent in customs and 90 percent in the police were male personnel (EULEX Kosovo and Kormoss 2010, 8).

### ***Women in Decision-Making***

A central area for accomplishing an improved gender balance concerns increased participation in decision-making positions. Progress to date has been slow. For example, the report on the EU's eleventh indicator – “[p]roportion of women and men among heads of diplomatic missions, staff participating in UN peacekeeping operations and CSDP mission at all levels, including military and police staff” (European Commission 2010a) – states that in 2011, only men were Heads of Mission. In fact, it is notable that there has only been two female Heads of Mission out of all of the European Union's ongoing or concluded missions, both military and civilian (Seeman 2012; Wright and Auvinen 2009, 120): Sylvie Pantz in EUJUST Themis, and Maryse Daviet in EUMM in Former Yugoslavia (Wright and Auvinen 2009). Women are also underrepresented on the lower levels of decision-making.

One of the measures undertaken by the EU to improve the participation of women in decision making has therefore been to include this increased participation in the checklist for CSDP missions and in the Human Resources Handbook for CSDP Missions. Policy states that the objective to increase the number of women is to be reached by creating a gender-balanced candidate pool through awareness-raising campaigns that focus on increasing women's understanding of the work opportunities within the CSDP (Council of the European Union 2012c, 6-7). The approach to increase the number of women in senior positions underlines the

question of what the recruitment policies look like and who is responsible for creating improvements. Moreover, because it is underlined in policy that missions should work to increase the number of women in senior management, it would be valuable to have data on the progress in this area from CSDP missions. A more proactive approach to increase the number of women would be to include more women in the train and education of potential Heads of Mission. For example, the EU Senior Mission Leaders Course has been developed and organized by the Folke Bernadotte Academy in close collaboration with the European Security and Defense College and the EEAS. The first course was held in April 2012 (Folke Bernadotte Academy 2012). Gender was included as one of the selection criteria for participants as the organizers sought to ensure the participation of both women and men (Folke Bernadotte Academy, ESDC and EEAS 2011). As a result, the Swedish participation was fully gender balanced, with two women and two men being nominated for the course.<sup>25</sup>

### ***Work Environment and Standards of Behavior***

Once personnel have been recruited, it is central to consider policies related to creating productive work environments. A Head of Mission must ask the central question: Is it possible for both men and women to work effectively? Or do we have problems with internal discrimination? Moreover, how does policy regulate the behavior of mission personnel toward the host population? The *Generic Standards of Behaviour for ESDP Operations* from 2005 is one of the primary EU documents regulating the behavior of personnel in CSDP missions (Council of the European Union 2005b). In fact, the EU's gender policy states that each OPLAN needs to have an annex with Standards of Behavior that are based on the agreed generic Standards of Behavior but that are adapted to the specific mission (Council of the European Union 2008b, 7). The Standards of Behavior should regulate both the work environment for EU personnel as they relate to one another and EU personnel's behavior toward the host population.

Regarding the work environment, several sections of the Standards pertain to the internal dimension of the operation. These sections all aim "to guarantee moral cohesion of the operation" and are concerned with discrimination of personnel. It is stated that "all personnel must be treated with dignity and respect, regardless of sex" and that "condescending and discriminating remarks are not to be tolerated" (Council of the European Union 2005b, 8). The document states that all personnel have the right to work and live without harassment,

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<sup>25</sup> Personal correspondence with course organizers.

discrimination, and abuse, which “especially includes all forms of sexual abuse and sexual harassment but also the display of pornographic material at the work place and its distribution” (Council of the European Union 2005b, 8).

How cases of misbehavior are to be handled should be clear from the outset of the mission; the leadership is responsible for ensuring that personnel are informed about the complaint procedures. Furthermore, gender policy states clearly that the gender adviser should not handle such cases (Council of the European Union 2012c, 13). Instead, the role of the mission leadership is emphasized in the Standards of Behavior.

The personal conduct of commanders and senior managers will have a direct effect on that of their subordinates. They are to ensure that their own professional and personal behaviour is of the highest standard in order to inspire the same in their subordinates (Council of the European Union 2005b, 11).

The leadership has the main responsibility of ensuring that the Standards of Behavior are recognized and followed by all personnel when performing their tasks and when they are off duty (Council of the European Union 2005b, 11). In case of suspected breaches of the Standards of Behavior, the Head of Mission is tasked with carrying out investigations and suggesting measures for seconded personnel in cases where breaches have been established. Data on cases of misconduct should be systematically collected (Council of the European Union 2005b, 11; 2012c, 13). However, if personnel have been seconded directly by member states or EU institutions, the disciplinary responsibility might fall on them (Council of the European Union 2005b, 11).

The same format regarding responsibility is true for what gender policy states about the mission personnel’s behavior toward the host population.

Whenever the EU itself is involved in peacekeeping or peace building missions/operations it will enforce a zero-tolerance policy with respect to rape and other forms of sexual violence allegedly committed by its troops or staff and commanders will ensure that clear instructions have been provided to this effect and that proper structures are in place to enforce such a policy, including through a reporting mechanism to competent national authorities (Council of the European Union 2008a).

To ensure that personnel live up to the policy of zero tolerance and that there are no cases of misconduct toward the local population, the Standards of Behavior also regulate this behavior. The reason for such regulations is related not only to moral consideration but also to mission effectiveness. The Standards emphasize that by adhering to the rules set out therein, the

personnel can ensure the “credibility and authority” of the mission, and in turn improve the trust among the local population. Further, the mission staff is to act in an impartial, objective, dignified, and consistent manner when engaging with the local population (Council of the European Union 2005b, 7-8). Moreover, the consequences of misconduct can directly affect not only the credibility but also the mission’s ability to fulfill the mandate:

Personnel should be aware that both prostitution and the pornographic industry have established links with organised crime and human trafficking. Not only will the patronage of either serve to undermine the moral standing of the ESDP operation, but it will ultimately make the mission more difficult to achieve (Council of the European Union 2005b, 7-8).

The Standards of Behavior therefore forbid sexual exploitation and abuse, as well as using prostitution or sexual favors and “other forms of humiliating, degrading or exploitative behavior” (Council of the European Union 2005b, 7-8). While the policy is rather clear, there is still a need to translate policy into action. For example, Sweden’s work to strengthen coordination and pre-deployment training of personnel on Standards of Behavior has unearthed potential problems regarding the connection between training and the actual implementation of the policy when personnel are deployed in a mission setting.<sup>26</sup>

## **4. Gaps and Recommendations**

This report has examined what EU’s gender policy prescribes for civilian CSDP missions. The first purpose was to clarify policy contents in order to support the Head of Mission’s ability to implement policy in the field. The report used an analytical framework that pedagogically structured the operational aspects of gender policy and illustrated the content with examples from EUPOL RD Congo, EUMM Georgia, EUPOL COPPS and EULEX Kosovo. The second purpose of the report is to identify vague formulations, i.e. gaps, in existing policy that may affect implementation. In this section of the report, we therefore examine if there are such gaps and formulate preliminary recommendations on how to address them. We begin, however, by placing the potential gaps in the context of current progress and development.

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<sup>26</sup> Personal correspondence with course organizers.

#### 4.1. Current Progress and Development

The review shows that the EU's gender policy by now covers all working areas of the analytical framework used to evaluate the policy. Furthermore, policy is getting increasingly detailed in terms of responsibility and of how work should be conducted. For example, gender policy specifies that the leadership is central for integrating gender in its mission. This means that gender, at least in policy, has started to become integrated in the Chain of Command. Gender aspects should thus be part of regular implementation and reporting instead of being considered as a 'sidetrack' or as a 'possible positive add on' in CSDP missions. Notably, the formulations on reporting have been strengthened over time to enforce such gender integration. In addition, there is progress in terms of the use of an increasingly 'sharper' and more precise language in the policy texts. Gender policy formulations have begun to move away from consistently vague language and more frequently make use of words like "should", "are to ensure" and "are to include". Still, it almost habitually inserts terms such as "as appropriate" and "where applicable".<sup>27</sup> For example, the 2012 document inserts the term "as appropriate" 10 times ("appropriate" is even used 14 times), apparently to tone down the use of sharper language. Thus, when working to strengthen policy in this area, language is puzzling. Does it indicate resistance to more specifically outlining what gender should mean for actual practice? For example, why is it necessary to add "as appropriate" to a sentence such as "[c]oncepts should consider, *as appropriate*, integrating gender related aspects to the options, based on the assessments and means available" (Council of the European Union 2012c, 8, *emphasis added*)? First of all, the word "consider" in and by itself implies that gender aspects (and which aspects) should be included when it is necessary. Second, when is a fundamental principle (of gender equality) not "appropriate"?

Gender policy recognizes that each conflict situation and each part of a peace process can bring different effects for local men and women. Therefore, it is fruitful to conduct an analysis that takes gender into consideration as that would improve a mission's understanding of the effects of mandate implementation in a specific context. Gender policy identifies that a central approach is to collect gender-disaggregated data. Access to such data enables a correct inclusion of gender aspects in the analysis as well as in the planning and conduct of a mission. The overarching aim of integrating a gender perspective is to improve gender equality. Furthermore, women are recognized in policy as key actors in the work for peace and in improving women's rights. The language on how CSDP personnel should contribute to local

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women's participation has become somewhat clearer, stating that the personnel should meet with women's organizations, local women leaders and actors that support women's rights when preparing and executing missions.

Thus, EU's gender policy has made considerable progress over time. That said, quite a few policy formulations are still rather vague. This is particularly problematic for the policy documents which are to be used in direct implementation, such as, *Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations*. In relation to this, it is interesting to note that the examples from the missions indicate that gender policy is not always enforced. Can it be that the vagueness of the policy hampers the missions' ability to effectively translate words into action? And if so, how can such gaps be addressed?

## **4.2. Potential Gaps in Gender Policy**

The analytical framework allowed us to structure the contents of gender policy into four different working areas: external integration, external participation, internal integration and internal participation. We now look closer at these areas in order to identify vague formulations and missing information in policy, that is, gaps, and formulate recommendations on how to address these gaps.<sup>28</sup>

### **4.2.1. External Integration**

Gender equality is a fundamental principle for the EU and its CSDP missions. As described, the report detected progress in terms of gender policy getting increasingly detailed regarding how gender integration should be addressed. In spite of this, only three out of thirteen active CSDP missions and operations in 2011 reported that they had a reference to gender or sexual violence in their mandate (see Council of the European Union 2011b). Hence, it is relevant to ask if this result is due to the fact that the EU's gender policy fails to adequately specify what is to be concretely achieved when integrating gender in, for example, a DDR or a SSR process. In short, has not even the higher decision-making levels within the EU determined what gender integration entails for the work of CSDP missions? Moreover, although the EU states that 'gender equality' is one of the 'fundamental principles' to uphold in its external

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<sup>28</sup> The recommendations are preliminary and need to be reviewed and substantiated through contacts with for example EU officials and mission personnel.

action service, there are no clear criteria for what this means for a CSDP mission. Such gaps in policy can make it difficult for missions to determine what gender integration is to achieve. Vagueness in formulations on what is to be achieved also makes it difficult to track if the CSDP missions are contributing to gender equality. Notably, all missions and operations included gender in their planning despite the lack of such formulations in their mandate. However, it is relevant to consider if gender would have been more integrated in the actual implementation if specific formulations on gender had been included in the mandate. The reason is that mandate formulations are often more strictly followed-up in official progress reports.

Existing knowledge clearly recognizes that one of the most difficult parts of gender integration is the move from policy to action. Clarifying policy by concretely outlining what gender integration can mean for specific mandate assignments and what missions should achieve (connected to means of measuring progress on set objectives) might further execution. This can be the result even when the mandate has no specific formulations. Strengthening the wording in relation to specific assignments is in line with current international developments. For example, UN Women has worked with the UN Secretary-General to formulate more specific targets on gender and gender integration on which the Head of Mission (that is, the Special Representative of the Secretary General) is to report back to UNHQ.<sup>29</sup> Specifying objectives related to mandate formulations might, thus, clarify the responsibilities of the leadership in ensuring progress.

#### **Recommendations: External Integration**

1a) Outline more clearly in gender policy what gender integration means for specific mandate assignments (Governance and the Rule of law, Human rights, DDR, SSR, Protection of civilians).

1b) Include specific objectives related to gender integration of the mandate assignments on which the Head of Mission is to report back to EU headquarters.

Regarding recommendation 1b, the EUPOL RD Congo example on the integration of sexual violence in the mandate shows that mandate specifications on gender can be linked to intentions set out in local peace agreements. That way, a mission can support the local processes on gender that are always present in a mission area.

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<sup>29</sup> Personal correspondence, NY October 29<sup>th</sup>, 2012.

#### **4.2.2. External Participation**

The framework identified that external participation requires efforts to systematically address how to interact with local women and men and how to support, and consult with, women's organizations. In this area, the EU's gender policy makes clear references to Resolution 1325 and the important roles played by women and women's organizations in the work for peace and security. In addition, the EU's policy states that local efforts to improve women's rights in the mission area should be supported. In order to be implementable, policy has to outline how a mission should contribute to these two dimensions of participation – 'women's work for peace' and the 'local work for women's rights'. The former thereby needs to include how both local women and men can contribute to the work of the mission and to the success of the peace process. The latter appears to address women's human rights more directly. Here, however, policy is not quite clear.

The missions' work on external participation tends to be frequently criticized by women's organizations. The review of existing gender policy indicates that there is something to this critique as policy appears to be underdeveloped. Although supporting 'women's work for peace' is central to EU's gender policy, it is not particularly specified in terms of execution. The illustration about SSR from EUPOL RD Congo indicates that such considerations are central in order for women and women's organizations to be able to forward their demands regarding ongoing processes. However, policy does not specify how a mission can more systematically organize such contacts in order to systematically collect, or provide, information about the ongoing work of the mission and to consult women's organizations. In addition, the EU's policy does not include any formulations on the representation of women's organizations. While policy expresses that it is important for a mission to support 'local work for women's rights', it does not specify how the missions should do this systematically or as part of mandate implementation. The only approaches mentioned are that mission personnel should meet women and organizations working on women's rights in order to be able to correctly determine the local situation and exchange information. Moreover, this dimension of participation could be fruitfully developed in relation to specifying the gender integration of the mandate assignment of human rights.

As policy is unclear about the concrete purpose and aim of external participation (although it very clearly states that such work should be conducted), it is difficult to determine if policy sometimes conflates 'local women's work for peace' and 'local work for women's rights', or if policy considers these as two separate dimension of participation. This is important to

clarify. If these tend to be conflated, due to vague language, this could perhaps partly explain the consistent double-hatting of gender and human rights advisers in CSDP missions. As seen in the EU's lessons learned report, this practice is not considered useful (Council of the European Union 2010a, 5). The case from EUPOL COPPS suggests that it is more efficient to support 'local women's work for peace' and to support 'local work for women's rights' as two separate areas that require specific efforts and resources.

#### **Recommendations: External Participation**

2a) Develop the policy formulations on how to systematically support women's participation in the work for peace.<sup>30</sup> This should take the question of representation into account.

2b) Develop and clarify the language on how CSDP missions should support local organizations working to improve women's human rights.

There are substantial opportunities to follow-up the progress in this area by developing existing means of measurement and reporting since several EU indicators are related to the area of external participation. The fact that none of the CSDP missions reported on indicator 10, which asks for specific information about meetings with women's organizations, indicates that the indicators need to be developed in order to enable follow-up. As we could see from the examples, while the missions were meeting with women's organizations this was not included in reports.

#### **4.2.3. Internal Integration**

It is notable that all CSDP missions report that they have considered gender in their planning since mandates do not systematically include formulations on gender. This might indicate that EU missions have passed the stage where gender integration would meet complete resistance based on mandate formulations. However, as we could see in the examples from ongoing missions much work still appears to take place on the margin. For example, gender might not be included in training unless the gender adviser holds a special session. This persists despite the rather strong policy language on gender integration. Moving from words to action by all personnel, thus, does not appear to be common practice (a similar conclusion is reached by Frey 2008).

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<sup>30</sup> Such as regular meeting structures for providing or receiving information about the mission's work; or how to cooperate with, or support, women's organizations seeking to affect the peace process.

Formulations in policy on analysis, especially on the need for gender-disaggregated data, and the importance of systematic reporting, are rather clear. If the recommendation (1a) to outline what gender integration entails for specific mandate assignments is carried out, the continued work would be supported by the existing policy on analysis and reporting. As benchmarking is further developed to capture impact of missions, gender aspects should consistently be considered. Formulations on benchmarking, thus, need to be included in the EU's gender policy and in guidelines on benchmarking. Moreover, EU policy prescribes that missions should report on the EU's indicators on resolution 1325. This will provide an overview of the progress on the overarching goals of the resolution. However, according to EU's policy documents, the indicators and their reporting format need to be further strengthened in order for the indicators to capture progress correctly (Council of the European Union 2011c). For example, a few of the indicators are rather vague and measurements are unclear.

Another vagueness in policy concerns funding for gender integration and for systematically addressing gender aspects. This needs to be addressed. It is also unfortunate that the only formulations on funding that are reasonably clear seem to indicate that gender is a separate topic related to outreach activities. There is therefore a need to develop standard formulations for the internal budgets of the CSDP missions as to better enable the integration of a gender perspective and the full implementation of the gender policy. This can contribute to ensuring that there is funding for the implementation of a gender perspective and the EU's gender policy in all activities by CSDP missions. At present, it is also not entirely uncommon that the gender advisers find themselves without a budget.<sup>31</sup>

The lack of progress in translating policy into practice can be due to a lack of capacity among the personnel to integrate gender in combination with an unclear understanding of what gender entails for CSDP missions. Such problems could be detected in the debate on training in the EU. A solution was to develop the *Standard module on the implementation of UNSCRs 1325 and 1820 in the CSDP missions* which provides a basic understanding of gender and gender integration for CSDP missions. With its adoption, policy can be revised to include the formulations in the Standard module in order to forward its use. It is also crucial to consider the EU Senior Mission Leaders Course (EUSML) as a mean to increase the pool of candidate women in light of the need to increase the number of women in high-level decision-making positions.

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<sup>31</sup> Presentation at Leadership and Gender in Peace Operations, Sandö, October 2012.

Finally, gender policy clearly states that CSDP missions should make use of gender expertise. While policy has begun to outline the role of the gender adviser and the gender focal points the placement and function of these are still rather weakly addressed. NATO, in contrast, is increasingly specific about the work description, the placement in the organizational structure and the relationship to the leadership that the adviser is to support on gender mainstreaming (see NATO 2012, Annex A). The EU's own lessons learned study identifies the need for such an improvement of EU gender policy. The study asks for a more detailed work description and underlines that the current "double-hatting of gender adviser and human rights advisers" should be avoided (Council of the European Union 2010a, 5).

#### **Recommendations: Internal Integration**

- 3a) Emphasize the need to collect gender-disaggregated data throughout all phases of a CSDP mission.
- 3b) Strengthen the policy regarding integration of gender in existing evaluation tools and clarify and improve the EU indicators in terms of wording and instructions for measurement.
- 3c) Include an Annex in the gender policy which outlines the work description for the gender adviser (including specifications about status and placement in the mission structure).
- 3d) Strengthen formulations in gender policy on funding for gender integration. The formulations should include guidance on the internal budget of the mission.
- 3e) Clarify the formulations on the use of the Standard training module in pre-deployment training.

Regarding the internal integration, the recommendations and the need for further examination (focusing on analysis, planning and training) thus primarily relate to the translation of policy into action. In relation to this, it would be important to consider the pedagogical format of the policy documents which should be used in direct implementation.

#### **4.2.4. Internal Participation**

Internal participation addresses how to improve the employment rates of women and men and how to ensure equal opportunities. The latter is directly related to the rules that regulate behavior of personnel toward each other and toward the host population, i.e. the Standards of Behavior.

As could be seen from the review, policy underlines that both women and men should participate in all work of the mission. At present, however, EU policy is still rather vaguely formulated in this area. This is even more so for recruitment and employment to senior positions. One way to address this gap could be by specifying targets on internal participation, in addition to strengthening policy. Furthermore, this target can be connected to the clarification of the EU indicator on internal participation (nb. 11). At present, this indicator is quite broad and a bit unclear in terms of how it should be reported. The indicator should not be difficult to develop as the EU consistently collects data on participation (see Olsson and Mölller forthcoming). This data could even be even more fine-tuned to include gender-disaggregated data on where in the organization and at what level women and men are working. An example of such a practice is the OSCE Parliamentary Assembly which has reported annually on the gender balance within the OSCE, for example its missions, delegations and Secretariat, since 2003 (OSCE Parliamentary Assembly 2012).

In terms of how to address the existing gender imbalance in CSDP missions, the only clearly suggested measures are to increase women's awareness about career opportunities in CSDP missions and encourage member states and the EEAS to consider the balance. EU policy does not state the importance of addressing such areas as the effects of existing recruitment procedures, assumptions about gender and gender roles among recruiting personnel, and the criteria and conditions for employment. This despite that existing knowledge shows the relevance of such features for the recruitment of women to male dominated organizations as this is a far more complex issue than just addressing the 'interests' and 'awareness' of women (see Valenius 2007). For example, as could be seen in the background to why internal participation was included in resolution 1325, women in the UN system were aware and actively seeking to go on mission. However, the number of women did not increase until the leadership of the United Nations Transitional Assistance Group to Namibia chose a gender aware approach in their recruitment to avoid unintended discrimination (Olsson 2001). To be more proactive in this field is also possible by increasing the number of women among the persons trained for high level posts. For example, ensuring that more women participate in the EU's Senior Mission Leader's course.

Finally, we turn to the policy regarding equal opportunities and the Standards of Behavior. Policy clearly states that the leadership is responsible for ensuring that the work environment is productive and free from discrimination. Creating equal opportunities and upholding professional conduct is a leadership responsibility because it requires a high status in the

organization. Policy is also quite clear about the fact that the gender adviser should not be tasked with handling such duties in the mission (Council of the European Union 2012c, 13). As could be seen in the review, the Standards of Behavior and the understanding in EU policy of the complexities related to misconduct and to personnel behavior toward the host population are also quite developed. The policy reflects the broader effects of misconduct. For example, it makes the connection between the effects of misconduct on the persons involved and on the entire mission (Council of the European Union 2005b, 7-8). As can be seen in existing knowledge, this is an established problem for peace missions' ability to maintain credibility in the eyes of the host population. Unfortunately, existing knowledge also points to the fact that established Standards do not remove all forms of misconduct. The procedures created to uphold the Standards must be enforced. In terms of vagueness, there are some vague formulations regarding different forms of personnel (seconded, contracted and deployed) which can create difficulties.

#### **Recommendations: Internal Participation**

- 4a) Formulate targets for improving the gender balance of CSDP missions. Establish when and how the progress on reaching the targets should be reported.
- 4b) Clarify the responsibility of the different EU sections involved in recruitment to improve participation of women in missions.<sup>32</sup>
- 4c) Make use of programs such as the EU Senior Mission Leaders course to increase the candidate pool of women for leadership positions.
- 4d) Strengthen the collection and distribution of data on participation on different levels and in different components of missions. Distribute data more strategically to research.
- 4e) Examine the implementation of Standards of Behavior in relation to breaches against both equal opportunities and professional conduct in the field.

As with internal integration, internal participation too concerns how policy should be translated into action. The strengthening of both gender policy and implementation related to internal participation could be aided by the fact that the EU has substantial experience within its own structures to draw on when working to create equal opportunities. For example, the

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<sup>32</sup> This can involve a review of the wording and use of the 'Call for contributions' and existing recruitment procedures, examinations of the understanding of gender and gender roles in existing calls for personnel, overview of criteria for employment, etc.

*Directive 2006/54/EC of the European Parliament and of the Council on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation states that:*

The purpose of this Directive is to ensure the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation. To that end, it contains provisions to implement the principle of equal treatment in relation to: (a) access to employment, including promotion, and to vocational training; (b) working conditions, including pay;”

Linking the work on participation, equal opportunities and Standards of behavior to such processes and competences might make the EU’s CSDP missions even more convincing as representatives of gender equality. For example, as policy states that missions are to advocate gender equality in its cooperation with local authorities (Council of the European Union 2012c, 13), the mission’s credibility in doing this is higher if it has a fair gender balance among its mission personnel (and no cases of sexual exploitation and abuse). This is particularly important regarding the categories of the personnel which interact with the local actors and among those who hold decision-making functions.

## **5. Conclusions**

This report has reviewed the EU’s gender policy for CSDP missions regarding contents and gaps. The first purpose was to clarify the contents in order to support the Head of Mission’s ability to implement policy in the field. The report therefore used an analytical framework that concentrated on the operational aspects of gender policy and illustrated the content with examples from EUPOL RD Congo, EUMM Georgia, EUPOL COPPS and EULEX Kosovo. The second purpose was to identify vague formulations, i.e. gaps, in existing policy that may affect implementation. The review demonstrated that although policy is getting increasingly detailed in terms of how work more concretely should be structured and who is responsible, several gaps still remain. Preliminary recommendations were formulated to address these gaps. The recommendations aim to assist in the continued development of policy and thereby aid its implementation.

Finally, how can the report and its preliminary results be further developed? A fruitful way to proceed is to collect in-depth material through interviews at the EU’s headquarters in Brussels

and in the field from a few well-selected CSDP missions. This will make it possible to iron out and determine the relevance of the recommendations for supporting further policy development.<sup>33</sup> In order for the report to be useful as training material, it is also central that the policy review is combined with information from field visits. The collection of this information should continue to focus on the role of the mission leadership and the interaction between the EU's headquarters and the mission headquarters in terms of how policy is translated into action – the most challenging part of gender integration where the Head of Mission has a key role.

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<sup>33</sup> Moreover, in 2013, the EU will collect information for its next report on the indicators on resolution 1325. This will produce central knowledge which should be included in the report.

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## **Annex I: EU's standard module on the implementation of UNSCRs 1325 and 1820 in the CSDP missions: Background and overview**

The process to develop a module progressed in the following manner: On July 9, 2009 the Swedish Presidency of the European Union (EU) organized the seminar *Strengthening ESDP missions and operations through training on UNSCR 1325 and 1820*. The seminar aimed to promote a dialogue on how to further consolidate training practices on gender, UNSCR 1325 and 1820 in the context of ESDP and thereby support the implementation of EU's commitments as outlined in the two key policy documents *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP* and *Comprehensive EU approach to the implementation of UNSCR 1325 and 1820* (Elroy forthcoming).

Drawing on the outcomes from the seminar, the EU adopted the document *Implementation of UNSCR 1325 and 1820 in the context of training for the ESDP missions and operations – recommendations on the way forward*. This document aimed to improve the coherence and quality of pre-deployment and training for staff deployed in CSDP (previously ESDP) missions and operations. It also foresees to increase the availability and access to gender training, inter alia, through the development of standard elements for a training curriculum on the implementation of UNSCR 1325 and 1820 in the ESDP. In November 2010, the Belgian Presidency of the EU supported the expert seminar *Developing Standard Training Elements on Gender and Human Rights in the context of CSDP Missions and Operations*. The seminar resulted in a package of three drafts training concepts, outlining minimum standard training elements on Human Rights, Gender and Child Protection in the context of CSDP. The training concepts were drafted as 2-hours generic training sessions, equally applicable to a civilian and military audience. The draft training package was approved on 1 December 2010, while the work to further develop the three 2-hours training modules was taken forward to Delegations (Note 17209/10) (Ibid).

Through the Folke Bernadotte Academy (FBA), Sweden volunteered to lead the further development of the gender-training module. The above process resulted in a reference training manual designed for staff of CSDP missions and operations. The module consists of seven units. It outlines that the promotion of gender equality and the fight against gender-based violence are obligations that all CSDP personnel must uphold. It is designed to help

future trainees understand the positive impact of having gender aware and gender sensitive EU personnel (Ibid).

The following is an overview of the seven units, methods and estimated time plan of the training module.

<b>Units</b>	<b>Method</b>	<b>Estimated time</b>
Gender perception test (optional)	<ul style="list-style-type: none"> <li>• Give forms to fill</li> <li>• Collect them later</li> <li>• Discuss at the end of the training</li> </ul>	10 to 15 minutes
Identifying different security needs	<ul style="list-style-type: none"> <li>• Brainstorming</li> <li>• Exercise</li> <li>• Slide show</li> </ul>	From 15 to 30 minutes
The EU/UN policy frameworks on women, peace & security	<ul style="list-style-type: none"> <li>• Brainstorming</li> <li>• Group work</li> <li>• Presentation</li> <li>• Slide show</li> </ul>	From 15 to 30 minutes
The concept of gender	<ul style="list-style-type: none"> <li>• Brainstorming</li> <li>• Group work</li> <li>• Presentation</li> <li>• Slide show</li> </ul>	From 30 to 45 minutes
How to apply a gender perspective	<ul style="list-style-type: none"> <li>• Brainstorming</li> <li>• Slide show</li> <li>• Exercise</li> <li>• Presentation</li> </ul>	From 20 to 45 minutes
Case studies	<ul style="list-style-type: none"> <li>• Instruction</li> <li>• Group work</li> <li>• Presentation</li> <li>• Feedback</li> </ul>	From 45 minutes to 1h15 minutes
Evaluation form	<ul style="list-style-type: none"> <li>• Give forms to fill</li> <li>• Collect them</li> </ul>	10 to 15 minutes

## **Annex II: European Union documents related to gender and UNSCR 1325/1820**

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