

FIELD ASSESSMENT IMPLEMENTING EU GENDER POLICY IN EUPOL COPPS

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PREFACE AND ACKNOWLEDGEMENT

In 2012, the Folke Bernadotte Academy (FBA) was assigned by the Swedish Government to examine the implementation of the United Nation Security Council resolutions (UNSCR) on Women, Peace and Security in Common Security and Defense Policy (CSDP) missions. The project involved two components: 1) a review of central European Union (EU) policy documents on gender and UN resolutions on Women, Peace and Security completed in 2012 (see Olsson and Sundström et al. 2012), and 2) an assessment of the implementation of UN Security Council resolutions on Women, Peace and Security in a selected number of CSDP missions conducted in 2013.

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1 INTRODUCTION

What does it mean to work with gender mainstreaming and gender specific measures in a civilian Common Security and Defence Policy (CSDP) mission focusing on advising and mentoring the police and criminal justice sector? In November 2005, the European Council decided to establish the European Union Police Mission for the Palestinian Territories (EUPOL COPPS).¹ The Council's decision to establish the mission was seen as "an expression of the EU's continued readiness to support the Palestinian Authority" (Council of the European Union 2005). This support focuses on the capacity of the Palestinian Authority, both in terms of taking responsibility for law and order in the Palestinian Territory² and of strengthening its ability to act in compliance with the obligations of the Roadmap to Peace³ as agreed by both the Palestinian Authority and Israel. When established, the main focus of the mission's work was to support the Palestinian Civil Police with regard to institution building and the strengthening of its law enforcement capacity in order to establish effective policing arrangements (Council of the European Union 2005). In 2008, the Council decided to expand the EUPOL COPPS' mandate to include a strengthened support to the Palestinian criminal justice sector.⁴ Hence, the mission seeks to assist the Palestinian Authority in building up and developing police and the criminal justice institutions by providing technical advising and mentoring (Council of the European Union 2005; 2008).

We wish to shed light on what it can mean in practice to work with gender mainstreaming and gender specific measures in a civilian CSDP mission. While gender mainstreaming focuses on the entire mission's work to ensure that it improves the situation for both men and women, gender specific measures are related to actions that directly support gender equality efforts. In this case, we ask what it means in a mission to support the Police and Criminal Justice Sectors using the working methods of advising and mentoring.

MATERIAL AND DATA

This assessment was conducted during 2013 and focused on the mission's work up until and during this time period. At that time, the mandate was set to expire on 30 June 2014 (Council of the European Union, 2013b).⁵ The main material for this assessment has been collected from interviews with key personnel in the implementation process at the EUPOL COPPS Headquarters in Ramallah in the West Bank during autumn 2013. Apart from interviews with key mission personnel, meetings were held with the mission's counterparts from the Palestinian Authority. In addition, interviews and meetings were conducted with representatives of international organizations, such as UN Women and The United Nations Office for Project Services (UNOPS), and with civil society organizations to obtain an outside view

1 The EUPOL COPPS is a successor to the European Union Coordinating Office for Palestinian Police Support, which was established earlier in 2005.

2 Since the completion of this report, Sweden has recognized the State of Palestine (October 30, 2014).

3 For more information about the Roadmap to Peace, see: <http://unispal.un.org/unispal.nsf/0/6129b9c832fe59ab85256d43004d87fa?OpenDocument>

4 While this study focuses only on the experiences of personnel working for the EUPOL COPPS, the work of the mission should be seen in the context of the wider comprehensive approach for the region, for example as that supported by the EU Special Representative for the Middle East Peace Process (see http://www.eeas.europa.eu/mepp/index_en.htm for more information) and the Office of the European Union Representative (see http://eeas.europa.eu/delegations/westbank/about_us/delegation_role/index_en.htm for more information).

5 The mission's mandate was amended in July 2014 and included some changes with regards to the mission statement. However, the core tasks (advising and mentoring the Palestinian Civil Police and the Criminal Justice Institutions) remain. The current mandate expires on 30 June 2015 (Council of the European Union, 2014).

of the mission's work.⁶ The research team also met with personnel at the Office of the EU Representative in Jerusalem to get an understanding of the broader work of the EU in the region. In addition to interview material, the assessment has used open source material, such as the official mandate of the mission, reports and research. Restricted material was reviewed in order to obtain the relevant reference point for interview responses. Restricting the study primarily to open source material limits the assessment but ensures that the report will be open material that can be used for broader discussions.

⁶ As about half of the respondents to the interviews asked to remain anonymous we have chosen to let all interviewees remain anonymous and refer to information given during interviews with "Interviews PT 2013". For a complete list of functions interviewed see List of Interviews under References.

2 STRUCTURE AND CONTEXT OF THE EUPOL COPPS

In this section, we will look closer at the structure of the mission and the context in which it operates. In particular, it gives a general overview of the main counterpart of the mission, the Palestinian Authority, and the gender specific dimensions of the mission's area of operations, the West Bank. The section also includes a short overview of the armed conflicts that have affected the mission area and gender equality developments in the Palestinian Territory.

2.1 THE STRUCTURE OF THE MISSION

The EUPOL COPPS aims to support and strengthen the Palestinian Authority. Due to political developments related to Hamas taking control of Gaza, the EUPOL COPPS is operational only in the West Bank.⁷ The mission's Headquarters, including its operational sections, are located in the city of Ramallah. In total, the personnel of EUPOL COPPS numbers about 112 persons. Among them, 41 is local staff and 71 is international staff. The international personnel is seconded by 19 EU Member States and in addition to these; Canada, Norway and Turkey also contribute with personnel (Presentation PT 2013).

The EUPOL COPPS consists of the Head of Mission's Office, the Administration Section and two main operational pillars; the Police Advisory Section and the Rule of Law Section. The Police Advisory Section consists mainly of Police Advisers who mentor and advise the Palestinian Civil Police in order to strengthen its capacity to establish sustainable and effective policing arrangements. This involves work on several levels. For example, the mission provides advice and mentoring to the Criminal Investigation Department regarding interrogation techniques and collection of evidence and training of uniformed police in cooperation with the Jericho Police Training School. The mission also advises and mentors the Palestinian Civil Police Gender Adviser, conducts specialized training for the Special Police Force and supports the development of mechanisms for accountability and oversight at the Palestinian Civil Police (Interviews PT 2013; EUPOL COPPS 2013c). The second main operational pillar of the EUPOL COPPS, the Rule of Law Section, advises its Palestinian counterparts in the Justice Sector on issues related to criminal justice. This section is also specialized in different areas. For example, the section's Experts provide advice during legislative drafting processes, support the Ministry of Justice's institutional development, assist with strengthening of the capacity of the Attorney General's Office regarding public prosecution and efficiency of the Courts, support development and strengthening of the correctional system, and promote human rights and gender (Interviews PT 2013; EUPOL COPPS 2013d).

Finally, in addition to the two operational pillars, the EUPOL COPPS has a Programme Coordination Section. This section provides technical advice and training to both the mission itself and to its counterparts within the Palestinian Authority regarding programming and project development. For example, this section coordinates and facilitates EU and Member

⁷ The Palestinian Authority controls the West Bank while Hamas controls the Gaza Strip (as of 2007). For further information about the context of the conflicts, see Uppsala Conflict Database: http://www.ucdp.uu.se/gpdata/gpcountry.php?id=79®ionSelect=10-Middle_East#

State assistance, non-EU donor assistance and – where requested – international assistance to the Palestinian Civil Police (Presentation PT 2013).⁸ Coordination is important as the mission has several projects and programs running that combine staff from the various sections. In addition, these projects are often carried out in cooperation with other actors in the mission area. Two examples are the Palestinian Civil Police Anti-Corruption and Accountability program, which is implemented together with United Nations Development Program, and program support for the Family Protection Unit, for which UN Women is the lead implementer (Interviews PT 2013; EUPOL COPPS, 2013e).⁹

2.2 THE PALESTINIAN COUNTERPARTS AND THE CONTEXT OF THE MISSION AREA

The Palestinian Authority, the EUPOL COPPS' counterpart, was formed as a result of continuous peace negotiations between the Israeli and Palestinian parties which started in 1991. "The Declaration of Principles on Interim Self-Government Arrangements", also referred to as the "Oslo Accord", was signed two years later. In 1995, the Israeli and the Palestinian parties came to an agreement on how to implement the principles in the Oslo Accord. This resulted in the establishment of the Palestinian Authority (United Nations 2013a). The Oslo Accord also divided the Palestinian Territories into three areas called A, B and C. In area A, the Palestinian Authority exercises full civilian and security control. In area B, the Palestinian Authority is fully responsible for civilian security while there is joint Israeli-Palestinian security control. In area C, approximately 60 percent of the West Bank, Israel is in full control of security, planning and construction (United Nations 1993; UN OCHA 2013, 26). This division is still maintained and thereby affects the security situation in the Palestinian Territories and the work of the EUPOL COPPS.

The Palestinian Territory is surrounded by Israel, Jordan, Syria and Egypt and has a total population of 4,42 million people, of which 2,72 million are living in the West Bank where the EUPOL COPPS operates (Palestinian Central Bureau of Statistics 2013a). Together, the West Bank and the Gaza Strip is classified as a lower-middle income area by the World Bank¹⁰ and approximately 18 percent of the population in the West Bank (39 percent of the population in Gaza) was living below the poverty line in 2011. The total unemployment rate in the Palestinian Territory is about 20 percent and the rate is higher among women than among men (Palestinian Central Bureau of Statistics 2013a; 2013c). In addition, almost 30 percent of the population was considered to be food insecure in 2011 (UN OCHA 2013). Statistics also show that out of the almost five million registered Palestinian refugees, approximately two million have been displaced within the Palestinian Territory (Palestinian Central Bureau of Statistics 2013d; UNRWA 2013a). Of them, approximately 740,000 Palestinian refugees are living in the West Bank and thereby in the mission area of EUPOL COPPS (UNRWA 2013b). Given the economic situation and the question of refugees, the Palestinian Territory – the West Bank, Gaza and East Jerusalem – is dependent on development aid with a large number of actors being represented or having an interest.¹¹ For example, in addition to the EUPOL COPPS, the EU is represented with European Commission Humanitarian Aid, the Civil Protection Department and the Office of the EU

8 After the completion of this report, the EUPOL COPPS mission's organizational structure has been revised. The mission now consists of the Rule of Law Section, the Police Advisory Section and Mission Support. The previous Programme Section is now called the Planning and Evaluation Department and is, according to the mission's organigram, located with the Mission Support (see <http://eupolcoppes.eu/en/node/1064> for more information). However, the lessons learned and best practices in the report are considered to be applicable on the revised organizational structure as well.

9 Examples of the work within these projects and teams will be explained in more detail in section 3.1.

10 For more information, see The World Bank online: <http://data.worldbank.org/country/west-bank-gaza>

11 According to United Nations Development Program (UNDP) Annual Report 2012/2013, the "State of Palestine" was among the 10 receiving the highest level of donor funds in the world.

Representative in Jerusalem, which primarily handles issues related to development aid.¹² Moreover, about ten United Nations agencies or programs are represented in the same area in which the EUPOL COPPS operates.¹³ This makes the mission context quite complex.

2.2.1 Central Conflict Developments

The complexity of developments leading up to the formation of the Palestinian Authority is extensive. The first Arab-Israeli war broke out after an invasion by the surrounding Arab countries in 1948. When a ceasefire was signed the following year, Israel had occupied areas that were supposed to, according to the United Nations (resolution 181) plan in 1947, belong to the future Palestinian state. As a result of the war in 1948, more than 700,000 Palestinians became refugees or were internally displaced. In June 1967, the second Arab-Israeli war, also known as the “Six Day War” broke out. This led to continued territorial expansion by Israel and the occupation of the Gaza Strip and the West Bank, including East Jerusalem, areas that at that point were controlled by Egypt and Jordan (United Nations 2008, 7ff). At this stage, Israel started to build settlements in the newly occupied territories, leading to a second large wave of Palestinian refugees when another 500,000 people were displaced after the war (Regeringskansliet 2013; UNRWA 2013a).

In 1987, a Palestinian uprising against the Occupation started; the first Intifada (see UCDP 2013 for more information). In 1993, the Oslo Peace Accords were signed, and in 1995, the Israeli and Palestinian parties came to an agreement on how to implement the principles (United Nations 2013a). The negotiations left the central “permanent status questions” unresolved, including the question of the status of Jerusalem, handling of the Palestinian refugees and Israeli settlements, security arrangements, borders, relations and cooperation with other neighbors and other issues of common interest. In 2000, the second Intifada (also referred to the Al-Aqsa Intifada) broke out. This was a more militarized and violent Intifada than the one in 1987 (see UCDP 2013 for more information). In 2003, the Quartet – consisting of the European Union, United States, Russia and United Nations – jointly proposed “A Performance-Based Roadmap to a Permanent Two-state Solution to the Israeli-Palestinian Conflict,” simply referred to as the “Roadmap”. Although Israel had certain reservations, the solution was accepted by both the Palestinian and the Israeli parties, (United Nations 2003; United Nations 2008, 47f).

In spite of several negotiations on the implementation of the Roadmap, it was never fully realized. After renewed escalation of violence in 2005, primarily between Israeli forces and Hamas, negotiations broke down entirely. In 2006, Hamas won a majority of seats in the Palestinian Legislative Council. After Hamas took de facto control of political authority in the Gaza Strip in 2007, the Palestinian Government was dissolved and the Palestinian Territory was divided (United Nations 2008, 36). Today, there are two parallel systems: Hamas is in control of the Gaza Strip while the Palestinian Authority controls the West Bank.¹⁴ Therefore, the EUPOL COPPS operates only in the West Bank, supporting the Palestinian Authority.

12 For more information about EU representation in the area see: <http://ec.europa.eu/echo/en/where/middle-east-north-africa/palestine> and http://eas.europa.eu/delegations/westbank/about_us/delegation_role/index_en.htm

13 See United Nations for more information about UN agencies and programs in the area and the three UN Peacekeeping Missions operating in the area (the UN Truce Supervision Organization (UNTSO); UNDOF in the Golan Heights and UNIFIL in Lebanon): <http://www.un.org/apps/news/infocusRel.asp?infocusID=70&Body=Palestin&Body1>

14 For more information about the conflict developments, see Uppsala Conflict Data Program (UCDP): http://www.ucdp.uu.se/gpdata/gpcountry.php?id=79®ionSelect=10-Middle_East

In combination with the political and economic situation, the conflict between Israel and the Palestinian Authority, as well as the conflict between Hamas and Palestinian Authority, affect the implementation of the mandate of the EUPOL COPPS. In addition, there are also gender specific dynamics in these developments.

Gendered Developments in the Palestinian Territory

In the 2012 CEDAW report, it was noted that Palestinian women have been important in the promotion of peace but that few women have been directly involved in peace negotiations. In addition to direct work for peace, the current situation in the Palestinian Territory continues to display gender specific dynamics. Although the immediate armed violence has stopped, the situation in the Palestinian Territory is often described in relation to the Israeli Occupation and its effect on the Palestinian population (United Nations 2012). According to the UN Special Rapporteur in the Occupied Palestinian Territories, the occupation has led to, and continues to involve, restrictions and violations of the human rights of both men and women. These reports have continued to highlight abuse by security personnel during arrest and detention procedures, settler violence directed at Palestinians and the complicity of the Israeli Defense Forces in relation to settler violence (United Nations 2013b). Both women and men have faced violence in relation to demonstrations against the occupation and arrests of civilians by the Israeli Defense Forces (MOWA/UN Women 2011, 20ff). That said, the impression of reports and information given by mission personnel is that both search-and-arrest actions and the risk of administrative detentions are substantially higher among Palestinian men and boys than among Palestinian women and girls (UN OCHA 2013 19ff; Interviews PT 2013). This has affected traditional family structures and gender relations. For example, in families where men are arrested and detained, one of the consequences is that women receive larger responsibility for the household and income, unless they receive support from, or are integrated into, their relatives' families. The economic situation of high unemployment and difficulties entering the labor market has also led to that men's traditional roles as the breadwinners of the family have changed. This has become even more evident if and when men and boys return to their homes after detention. Psychological trauma, stress and experiences of being detained have been reported to affect people's behavior and ability to go back to a more normal life. This has also been considered as causing increased risk of domestic violence (The World Bank 2010, 48f, 60f).

As mentioned above, the conflict situation has resulted in a large number of refugees and Internally Displaced Persons (IDPs). The two main waves of refugees are linked to the wars in 1948 and 1967. Today, almost five million¹⁵ Palestinians are registered as refugees and are receiving assistance from the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Of the refugees registered with UNRWA, about 740,000 Palestinians are also located in the 19 UN camps in the West Bank (UNRWA 2013a), where the EUPOL COPPS operates. In relation to the number of refugees, approximately 150,000 Palestinians are also defined as being internally displaced persons¹⁶ (IDPs) (Internal Displacement Monitoring Centre 2013, 58).

Forced displacement due to demolition of homes and livelihood-related structures,

15 The question of defining who is a refugee has gender dimensions, as the total number includes the descendants of male Palestinian refugees from the 1948 conflict and adopted children. For more information, see UNRWA: <http://www.unrwa.org/palestine-refugees>.

16 See "Internal Displacement Monitoring Centre" for a more detailed description about the difference between the definitions of IDP's and refugees (and this in relation to the situation in the Palestinian Territories): <http://www.internal-displacement.org/middle-east-and-north-africa/palestine>

forced evictions, expanded Israeli settlement activity, firing zones and nature reserves have continued to create problems in the area. Forced migration and displacement are considered as highly gendered processes, which often change gender roles. Displacement has been related to depression, affecting both men's and women's ability to function as they did prior to displacement. This follows the patterns mentioned above, whereby male Palestinian refugees have lost their traditional roles and status to a higher extent than Palestinian women (El-Busra 2000 4ff; Gururaja 2000, 13ff; The World Bank 2010; UN OCHA oPT 2013, 27).

In addition to the above, freedom of movement of Palestinians continues to be restricted by the barrier which is under construction around the West Bank, by checkpoints and by the permit system forcing the Palestinians to keep proper papers in order to leave the Occupied Territories. Although some of the restrictions have been reduced in the West Bank over the past few years, there are still effects on Palestinian access to basic services such as health, education and livelihood (UN OCHA 2013, 24 and 38). Several organizations have highlighted the effects in relation to access to necessary health care: both ambulances and people have been refused the right to pass through checkpoints (UN OCHA 2013, 64f). One issue that has been highlighted is that pregnant women have not been allowed to pass through checkpoints and are consequently put at great risk. Search procedures at checkpoints have also been criticized for being degrading and compromising the honor, especially of women (MOWA/UN Women 2011, 27; The World Bank 2010, 14). In addition to the gender specific dynamics of the conflicts in which the EUPOL COPPS operates, there are gender equality developments in the Palestinian Territories that relate directly to mandate implementation.

2.2.2 The Work for Gender Equality in the Palestinian Territory

In order to strengthen the work for gender equality and protection of women's rights, several steps have been taken by the Palestinian Authority. As a basis for this work, the Cabinet of Ministries has made an official decision to implement United Nations Security Council resolution (UNSCR) 1325 and to strengthen the work on gender. In line with this, the Palestinian Authority also endorsed the Convention of the Elimination of all Forms of Discrimination against Women (CEDAW) in 2009 (Euromed Gender Equality Programme 2011, 24). One of the key institutions working with gender equality and the promotion of women's rights is the Ministry of Women's Affairs (MOWA), which was established in 2003 (Interview PT 2013). In 2011, the Palestinian Authority adopted a "Cross-sectoral National Gender Strategy" which aims to highlight gender equality and women's empowerment and strengthen the work of all institutions of the Palestinian Authority. The strategy was developed by the Palestinian Ministry of Women's Affairs with the support of UN Women (MOWA/UN Women 2011).

In addition to the work of the Ministry of Women's Affairs, Gender Units have been established at all 24 ministries of the Palestinian Authority and a "Committee against Violence against Women" is in place. In 2013, a Security Sector Gender Committee was also established in order to enhance cooperation and gender mainstreaming in the whole sector. The committee is the first of its kind in the (Arab) region (Interviews PT 2013). Although

this is seen as a very positive development and of great value when it comes to pushing for gender equality, very few Gender Units have funds or a budget to finance their work. It was expressed in interviews that the representatives of these units and committees are in need of training, coordination and support in order to strengthen their capacity and to become operative. At this point, the Palestinian Civil Police Gender Unit is referred to as one of the most well developed (Interviews PT 2013).

The development of a legal system at the Palestinian Authority has included efforts to make it more gender-aware. For example, gender-based discrimination is now prohibited by labor law. According to the Ministry of Women's Affairs, important steps were taken to recognize and address the problem of violence against women and domestic violence through the adoption of a "National Strategy to Combat Violence against Women" by the Palestinian Authority in 2011 (MOWA/UN Women 2011). These steps are considered to be central, because although Palestinian Basic Law states that all Palestinians should have equal rights, the legislation has been considered insufficient to protect the rights of women and girls (WCLAC & DCAF 2012, 5ff). The Family Law regulating conditions of marriage and divorce is criticized for discriminating against women since women still cannot request a divorce on their own or file complaints regarding allowances, etc. In addition, the Penal Code Law is considered to be insufficient regarding sexual assault, rape, violence and retaliation in the name of honor, a problem that Palestinian society continues to face (WCLAC & DCAF 2012, 5ff; MOWA/UN Women 2011, 15f). Although men can also be the target of honor-related violence, men and women face different challenges and women continue to be more exposed to such accusations and violence (Interview PT 2013; The World Bank 2010, 14). Other challenges mentioned during interviews were differences in men's and women's access to justice in relation to domestic and gender-based violence. The impression was that women's access to justice was lower and that they rarely filed complaints on their own but often came with a chaperone, this in order not to risk putting their reputation at stake. On the other hand, although men did file complaints on their own, they did not seem to report these kinds of assaults to a high extent. The interpretation is that men as victims of this form of assault is even more taboo to talk about (Interviews PT 2013).

Despite the challenges that still remain, the Palestinian Authority has taken many steps to strengthen equal protection of the rights of women and men since its establishment in 1994. As can be seen, quite a few of these efforts relate to the strengthening of the Judicial System and the work of the Palestinian Police. How is this work then reflected in the work of the EUPOL COPPS, which is mandated to advise and mentor its counterparts in these areas?

The next chapter will provide an overview over the actual assessment framework used in this study.

3 THE ASSESSMENT FRAMEWORK

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

	Integration (i.e. how do we gender mainstream and make use of specific measures?)	Participation (i.e. how do men and women take part in the work?)
External (i.e. how is the situation in the mission area addressed in order to fulfill the mandate?)	A1. Mandate implementation <ul style="list-style-type: none"> - Formulation and interpretation of mandate assignments - Execution of assignments 	A2. National actors <ul style="list-style-type: none"> - Interaction with local women and men - Interaction with state actors - Interaction with women’s organizations in the host society
Internal (i.e. how do we organize our own work?)	A3. Work structure of the mission <ul style="list-style-type: none"> - Use of Support Functions - Data Collection and Analysis - Planning - Reporting and Benchmarking - Funding - Education and Training 	A4. Mission personnel <ul style="list-style-type: none"> - Employment of male and female personnel – in all functions and at all levels - Work environment - Standards of Behavior

Figure 1: The Four Working Areas of the Assessment Framework

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



4 THE EXTERNAL WORKING AREA: REACHING THE MANDATE OBJECTIVES

The integration of a gender perspective and the work with participation 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 gender aspects of mandated assignments (including the way they are executed) in order to understand how they should be mainstreamed, as well as to identify gender specific measures related to supporting gender equality and UNSCR on Women, Peace and Security that need attention. In this, the interactions with external actors in the host society are central, particularly government actors and women's organizations, to mention two groups identified in EU Gender Policy. In short, how is the external situation addressed in order to achieve the mandated objective?

4.1 EXTERNAL INTEGRATION: A MANDATE AND ITS EXECUTION

The first working area (A1 in the figure) concerns external integration. This looks closer at the integration of a gender perspective in the mandate implementation of a CSDP mission when personnel strive to achieve the main objectives of the mission. Hence, are writings on gender mainstreaming (i.e. efforts to adapt all work to ensure that it improves the situation for both men and women) and gender specific measures (that is, actions meant to directly support gender equality efforts or improve women's situation specifically) included in the mandate text and the writings of the operational documents that guide implementation in the field? To answer these questions, it is central to look closer at both the interpretations of the main mandate assignments and to review the operational documents. The next step is to look closer at the gender mainstreaming and the gender specific measures undertaken in the day-to-day execution of the mandate. What can we learn from the experiences of personnel working on daily execution of tasks and operations when seeking to strengthen EU Gender Policy?

As background to answering these questions, it is important to know that when the EU has adopted a mandate, it is translated into a series of operational documents. The Concept of Operations (CONOPS) outlines the main components of how the mandate should be understood. In the next step, this concept is broken down into more concrete measures as outlined in an Operation Plan (OPLAN). In EUPOL COPPS' case, the OPLAN is then further specified in the Mission Implementation Plan, which gives an overview of the day-to-day tasks of the mission. The EUPOL COPPS also conducts a number of specific projects and programs in line with the guiding documents. Depending on where a person is placed in the mission, various documents direct their work. Notably, as identified in EU Gender Policy, these documents guide and control the mission's main mandate implementation, which makes it central that they describe how gender mainstreaming should be done and how individual personnel should realize gender specific tasks. The EU Gender Policy itself can also be used to further gender-aware implementation. We will now review these guiding documents and discuss how to work with on gender-aware mandate implementation.

4.1.1 Interpreting the Mandate

The aim of the EUPOL COPPS is to contribute to the establishment of sustainable and effective policing arrangements under Palestinian ownership and to advise the Palestinian Authority on criminal justice and rule of law. This aim should be accomplished through advising and mentoring counterparts in the Palestinian Authority's Police and Judicial Sector. The mission's work should be carried out in accordance with best international standards and in cooperation with both EU programs and other international efforts in the wider context of the reform of the Security and Criminal Justice Sector (Council of the European Union 2013b; Council of the European Union 2005).

The text of the mission's mandate does not include any clear references to the UNSCRs on Women, Peace and Security, to gender or to human rights.¹⁷ Nor does it specify any objectives in these areas that the mission is to report back on to EU Headquarters in Brussels. With that said, the mission's main mandate focus – Police and Criminal Justice Sectors – are mandate areas highlighted in the EU Gender Policy as having gender specific dimensions.¹⁸ This means that how a mission approaches implementation will affect women and men in different ways. In order to ensure that both men's and women's concerns are taken into consideration; implementation has to be performed in a gender-aware manner (see Olsson and Sundström et al. 2012 for a discussion of the EU Gender Policy in these areas).

Even if the mission does not connect its work explicitly to EU Gender Policy in its interpretation of the mandate, the mission links it to Article 8 of UNSCR 1325 (Presentation PT 2013). This article asks all actors "to adopt a gender perspective including [...] measures that ensure the protection and respect for human rights of women and girls particularly relating to the constitution, electoral system and the police and judiciary" (UNSCR 1325 2000, 3). In order to clarify the mission's position on UNSCR 1325 even further, the EUPOL COPPS has adopted a "Gender Statement". The statement was adopted by a previous Head of Mission, Henrik Malmquist, and commits the mission to work with gender mainstreaming within the mission and to promote and integrate gender issues in the work with the Palestinian Civilian Police and the Palestinian Criminal Justice System. In the Gender Statement, the EUPOL COPPS also states that it should work together with a variety of stakeholders, both national and international, in order to contribute to "increased and sustained stability, justice and security for the entire Palestinian population; men, women, boys and girls alike" (EUPOL COPPS 2013a).

A Review of Operational Documents

An Annex to the EUPOL COPPS' new CONOPS, drafted in June 2013, provides a short overview for understanding the gender mainstreaming work that is taking place in the Palestinian Territory. The mission's OPLAN was also revised during 2013 and the new version was adopted in July 2013. The revision of the OPLAN led to more detailed inclusion of strategies, objectives, tasks and indicators, and it also includes a revised organogram¹⁹ for the mission (Interviews PT 2013). The review of the new OPLAN's annex on human Rights and gender²⁰ finds that the integration of gender should be crosscutting throughout the

¹⁷ As the EU Indicator report from 2011 displays this was the case for almost all EU missions (Council of the European Union 2011).

¹⁸ In addition, the mandate of the European Union Special Representative for the Middle East Peace Process includes the task of contributing to implementation of EU policies and guidelines on human rights with a specific focus on the EU Guidelines on Children and Armed Conflict, "violence against women and girls and combating all forms of discrimination against them" and the EU Gender Policy (Council of the European Union, 2008b; 2013a).

¹⁹ At the time of the writing of the report it was not possible to access the organogram, the information in the report is therefore based on the previous structure and the information provided during interviews.

²⁰ It was not possible to access the entire text of the OPLAN. It is therefore possible that there is more information available.

whole mission. The EUPOL COPPS should systematically gender mainstream and advocate compliance with international and domestic standards on gender and UNSCR 1325. The review also shows that the mission's support to local counterparts on law enforcement and criminal justice, and regarding availability, accessibility, integrity and advocacy to justice services, should be gender mainstreamed. This work should also be supported by the Gender and Human Rights Advisers.

The review further shows that the focus of the work should be on creating institutional buy-in and ensuring that organizational structures are adapted to perform such work. This should be done through training and awareness raising measures. Support for the Palestinian Civilian Police Gender Unit, the network including units from other agencies, and the connection of this network to the ministerial level are all referred to as examples of what the work can look like in practice for mission personnel. While such gender specific measures are mentioned in greater detail, the OPLAN does not identify how gender mainstreaming of the main mandate implementation should be conducted. This vagueness was also reflected in the answers during the interviews (Interviews PT 2013). It is also notable that human rights problems and work are more prominent in the document. Gender and women's access to justice issues, such as informal justice and cultural sensitivity, are currently highlighted on the international agenda by, for example, UN Women and the United Nations Development Program. Although these issues are mentioned in the OPLAN, they are not addressed in more detail.

Most mission personnel interviewed were aware that a new annex on gender and human rights had been developed and was part of the OPLAN, but few of them could explain any of the content (Interviews PT 2013). However, the OPLAN is mainly used as a basis for conducting long-term planning. This means that the next central guiding document is the Mission Implementation Plan. This is used as the main planning and guiding document for the mission's day-to-day conduct of tasks and activities (Interviews PT 2013). Just like the OPLAN, the Mission Implementation Plan has been revised during 2013 and includes three operational objectives and twelve main tasks. The three operational objectives are divided into the EUPOL COPPS' support for reform and development of the Palestinian Police, the mission's work supporting and strengthening the Criminal Justice System; and improvement of interactions between the Police and Prosecution Office. The overview of the twelve main tasks linked to these objectives is not very detailed. Out of these twelve tasks, there is one – which is linked to support of the Criminal Justice System – that entails support by the mission for encouraging respect for human rights and basic liberties. Gender is not mentioned in the overview but was explained as being integrated at the activity or project level (Presentation PT 2013; Interviews PT 2013). The interviews also revealed that gender mainstreaming should be carried out at task and activity level. In addition, all the planned activities in the Mission Implementation Plan should be reviewed by Human Rights Experts and the Gender Adviser (Interview PT 2013; Presentation PT 2013).

In conclusion, gender mainstreaming and gender specific measures are mentioned as important for the mission in central guiding documents. In addition, there is the adopted Gender Statement on the broader questions of the work of the mission. However, the texts of these documents are on a fairly abstract level. Apart from them, there are no internal guidelines, policies or handbooks to guide personnel on how to gender mainstream or how to effectively undertake gender specific measures within the mission. Nevertheless,

draft policies on how to apply more gender-aware working methods have been drafted by the Police Gender Adviser. This includes identification of areas where improvement is needed, as well as a mission roadmap on gender. At the time of this report, a formal decision on adoption of these documents had not been made (Interviews PT 2013) but several of these efforts have been presented as edifying examples by the EU (Council of the European Union 2010).

4.1.2 Practical Execution of Mandate Assignments

If the section above discussed how interpretations of the mandate areas are translated into key operational documents, what can we then learn from how the mandate is executed? The execution of the EUPOL COPPS' mandated tasks all relate to the establishment of sustainable and effective policing arrangements under Palestinian ownership and to advising the Palestinian Authority on criminal justice and the rule of law. In practice, this could mean that the mission's Police Advisers meet with their counterparts, assist them during the development of training material and provide advice regarding best practice for techniques, while experts from the Rule of Law Section give their input on the legal aspects of these materials. The mission personnel also train and mentor their counterparts in specific areas, for example Palestinian police officers and prosecutors on how to carry out investigations and collect evidence in line with international standards and how the police should act in different situations, such as during demonstrations. Furthermore, the mission's experts and advisers support their counterparts when developing internal guidelines such as Standard Operating Procedures, as well as when drafting legislative texts.

As discussed earlier, the EUPOL COPPS has adopted a Gender Statement which includes making a commitment to work on gender mainstreaming when implementing all its tasks. Moreover, the statement says that the missions should promote and integrate gender aspects in the work together with their counterparts in the Palestinian Civil Police and the Palestinian criminal justice system (EUPOL COPPS 2013a). What can we learn from the mission's practical day-to-day implementation? Moreover, when looking closer at the specific projects supported by the mission, how is gender integrated in them?

The personnel of the (main) operational pillars, the Police Advisory Section and the Rule of Law Section, work daily with mentoring and advising their counterparts at the Palestinian Authority. According to the interviewees, all activities of the EUPOL COPPS' Mission Implementation Plan should be reviewed by Human Rights Experts and the Police Gender Adviser (Interviews PT 2013; Presentation PT 2013). Regarding this practice, about half of the interviewees said that they had consulted the Police Gender Adviser on project implementation, had worked with the Police Gender Adviser in specific teams (for example, "Women Empowerment") or had cooperated with the Police Gender Adviser on certain issues like the development of induction training. Many of them also felt that that they were able to contact the Police Gender Adviser if they needed support on how to perform their work – i.e., working methods – in a more gender-aware manner (Interviews PT 2013). However, many interviewees did not consider this kind of interaction between mission personnel and the Police Gender Adviser to be either systematic or formalized in day-to-day implementation. On the contrary, this interaction was often conducted on an ad-hoc basis and depended on perception of its relevance by individual mission personnel (Interviews PT 2013). A majority of the interviewees also said that they would like to see the

level of gender-awareness raised within the mission and wanted stronger internal support in order to feel more secure and confident in their work on gender mainstreaming. One of the most frequent comments during the interviews was frustration of not knowing what it would mean to apply gender-aware working methods in practice, or how mission personnel could apply a gender perspective in their daily work (Interviews PT 2013).

The development of more standardized gender-aware working methods – in order to gender mainstream and/or undertake gender specific measures – can be built on existing experiences from the mission. There are several examples of how gender mainstreaming and gender specific measures can be seen as reflected in the activities of the EUPOL COPPS. Among the most obvious ones is specialist support for the Palestinian Civil Police Gender Adviser through the mission's Police Gender Adviser. Furthermore, the mission's support for strengthening the capabilities of the Palestinian Civil Police includes assistance during development of gender sensitive polices on human resources and training. Moreover, the mission assists work on gender equality and gender balance in the Palestinian Civil Police Departments and the appointment of Gender Focal Points. In the work of the Rule of Law Section, the mission seeks to support its Palestinian counterparts in improving gender balance at the Prosecution office. For example, this means encouraging an increase in the number of female judges. In addition, individual personnel at the section assist promotion of access to justice for vulnerable groups, identified in the interviews as women, children and people with disabilities. The personnel in the Rule of Law Section also advise criminal justice institutions on policy measures and initiatives that concern promotion of gender equality and gender-sensitive services. They also assist in the development of gender-sensitive complaint mechanisms and inclusion of a gender perspective in mechanisms for protection of victims and witnesses. In addition to these efforts, the mission also strives to reinforce cooperation between prosecutors and the police on domestic and gender-based violence. This includes clarification and delegation of tasks between the various actors handling and investigating these types of offences (Presentation PT 2013).

On a higher level, for example regarding support when drafting legislative texts, this could involve proposals related to gender neutral writing in order to ensure that legislative proposals do not discriminate against women or men. In relation to this, mission personnel provide recommendations based on International Conventions in order to draft legislation in line with current international standards (Interviews PT 2013). Several of the interviewees stated that such work can be challenging and that they were careful not to impose “standards” and instead proceeded slowly by raising questions and offering recommendations in order to encourage local ownership. Or as one interviewee expressed it when referring to ensuring equal rights: “It is up to us to be a little creative so that there is no way out” (Interviews PT 2013). Examples were also given of how the mission worked in a gender-aware manner with its “outreach and media activities”, as well as the information provided by the mission. One example of a gender specific measure was when the mission, in addition to its regular monthly newsletter, published a “Special Police Gender Newsletter” in relation to the eleventh anniversary of the UNSCR 1325. In contrast to this gender specific measure, interviewees also mentioned that the mission had adapted its work to be more gender-aware and that mainstreaming was actually present. For example, the interviewees explained that personnel made efforts to stay aware of, and reflect on, whom the mission invited to events and how it was done, whom they portrayed in photos and how, wordings and photos in folders and publications, and how the Mission's speeches were

written. Some of this work had been planned and carried out in cooperation with the Police Gender Adviser (Interviews PT 2013).

As the above examples demonstrate, a wide range of actions are taken to mainstream gender or undertake gender specific measures. However, it was not a systematic approach undertaken by the missions as a whole, but rather depended on the level of awareness of personnel and of specific positions. Some interviewees explained that this awareness stemmed from their work in the security and justice sectors of the contributing countries. However, the interviews also made it evident that since it often seemed to be up to the individual employee's awareness, there were a lot of different interpretation of what "gender" actually means for the work of the mission. As one interviewee put it:

If you ask all mission members you would probably get 110 different answers of what gender means (Interview PT 2013).

"Gender" was often understood to relate to questions of gender balance (participation of men and women) and equal treatment of men and women at the workplace. Awareness of gender in the context of mainstreaming the mandate implementation or the role of gender specific measures in the work of the mission was much lower. On the other hand, as we have seen, the interviews reveal that a lot of the work is actually quite gender-aware. However, the personnel conducting the work were not always clear about the fact that the tasks were being carried out in a gender-aware manner.

Interviewees expressed a need for a common ground for understanding what "gender" meant for the EUPOL COPPS and said that there should be a gender policy that could be communicated to the personnel (Interviews PT 2013).

I would love to see... When you hit the ground, how to work with counterparts, the culture, maybe how we work with gender as a mission. Yes, I would like to hear from the Head of Mission what it means for the mission (Interview PT 2013).

Although no gender policy has been communicated to EUPOL COPPS personnel in that sense, the EU Gender Policy could provide guidance. Was this used in the EUPOL COPPS? When discussing the EU Gender Policy with interviewees, only a few of the mission personnel mentioned that they had come in contact with, or read, this policy. A review of the OPLAN shows that the Gender Policy is referred to in this document and that the policy is listed in the planning documents. However, several of the interviewees said that there were so many competing priorities and documents to read and that it could mean that it would not be their highest priority to read the EU Gender Policy. Interviewees still stressed the importance of having a policy in place "as part of the toolkit" but expressed a need to make it even more practical and make sure to describe it in relation it to the context, but also to get a presentation of the content of the policy as such. Several interviewees also said that more contact with, and clearly communicated guidance from, EU's Headquarters in Brussels would be appreciated (Interviews PT 2013). As one of the respondents said with regard to planning: "It would not have been bad to bear [the Gender Policy] in mind, and know how to. Not just a tick in the box that they are listed in the planning documents, there should be more than that" (Interview PT 2013).

Gender Specific Programs and Projects

As mentioned earlier, the EUPOL COPPS is involved in several programs and projects that focus on gender specific measures. These projects and programs often involve mission personnel from several sections. One of the most visible actions is the EUPOL COPPS' part of the program supporting institutional development and the capacity of the Family Protection Unit of the Palestinian Civil Police. The unit was established by the Palestinian Civil Police in 2008 and specializes in domestic and gender based violence. UN Women is the main implementer of the support program and one of the key components is training. This training is not only for the Family Protection Unit but for the entire Palestinian Civil Police force. The mission's support consists of technical advising during the development of training modules, policies and procedures for the unit, for example procedures for filing complaints. It also involves practical advice on how to conduct interview with victims and who the interviewer should be. In addition, advice entails development of Standard Operating Procedures and their wording, for example, that not only women are victims and men are perpetrators, but that it is also important to acknowledge that other situations can arise. The EUPOL COPPS has also supported the development of recruitment processes and selection criteria in order to increase the number of female personnel at the unit (Interviews PT 2013; EUPOL COPPS, 2013f).

The EUPOL COPPS also has a team working on "Women's Empowerment," focusing on support for their Palestinian counterparts' work on gender equality. The team is multi-disciplinary and advisers and experts from the mission provide advice and mentoring regarding recruitment of female personnel to both the police and justice sector, training and support for personnel working for example in the correctional system, and empowerment of women already working at their counterparts' institutions. The interviewees explained that they tried to involve Palestinian civil society organizations in this work, for example as support during trainings and projects (Interviews PT 2013).

These projects and programs are often implemented with the support of external donors and in cooperation with other international actors. According to both mission personnel and external actors, the need to attract donors and the involvement of many actors are challenging aspects and that make coordination and information sharing highly relevant. In order to enhance the effects and reduce the risk of overlapping, the importance of having regular meetings, focal points in the mission and more forums for information sharing was highlighted. Interviewees also said that memorandums of understanding could be helpful in order to strengthen implementation and make sure that the work could be institutionalized and sustainable (Interviews PT 2013; Interviews KtK 2013; Interview UN Women 2013).

4.2 EXTERNAL PARTICIPATION: COOPERATION AND DISTRIBUTION OF INFORMATION

External participation (A2 in the figure) focuses on how to ensure that both local men and women can participate in, and contribute to, processes related to creating durable peace. Similar to when looking at mandate interpretation and execution, there is also a need to start by reviewing the operational documents. Do the operational documents provide guidance on how to conduct interactions? And if so, what forms of interaction are outlined? For example, is there guidance on advising and mentoring, exchange of information, cooperation or direct support – and with which actors? How do they describe interactions

with local counterparts during mentoring and advising? Apart from the operational documents, it is important to learn from ongoing efforts. How, when and for what purpose are interactions with external actors conducted? Here it is important to note that the work of the mission concerning external participation takes place on several levels of the mission – from the highest mission leadership’s meetings with representatives of the Palestinian Authority (state) actors down to the daily interactions of personnel with local government institutions, civil society organizations and the Palestinian population. Moreover, women’s organizations are identified as a particularly central actor for the work with UNSCR on Women, Peace and Security. As the work with external participation can be considered to particularly involve two groups of actors – state actors and women’s organizations – this section will then discuss the examples of the mission’s interaction and cooperation with them more specifically.

Interaction with Government Actors

The primary purpose of the EUPOL COPPS is to support the Palestinian Authority. This means that external participation is of main concern to implementation of the mission mandate. The mission works on several levels, and the various positions – the Head of Mission, Heads of Sections, Experts and Advisers – each have their different forms of interaction. The leadership of the EUPOL COPPS interacts with the Ministry of Justice, the Ministry of Interior, the Ministry of Planning and Development and the Ministry of Women’s Affairs, actors that also can be supported from the more operational level. Interaction on the operational level also includes exchanges between the mission’s experts and advisers and personnel at the Palestinian Bar Association, High Judiciary Council, Attorney General’s Office, Justice Sector Working Group and Security Sector Working Group. In the daily implementation of tasks, the mission’s advisers and experts at the Police Advisory Section and Rule of Law Section provide support for the Palestinian Civil Police and the justice sector. The Police Advisory Section also meets regularly with representatives of the 11 Palestinian Police Districts in order to support the District Commanders and police officers in their daily work. The Police Advisers who specialize in training also provide support for the Jericho Police Training School (Interviews PT 2013).

A majority of the representatives of the mission’s Palestinian counterparts are men, given that few women are in the higher positions with which mission personnel primarily interact. Due to this situation, a few of the interviewees suggested that the mission should have even more contact with civil society and women at “lower levels” of the Palestinian Authority in order to broaden its contacts (Interviews PT 2013).

Concerning how gender aspects were brought up during interactions and meetings with the mission’s counterparts at the Palestinian Authority, the interviewees said that this was done, but primarily in relation to specific issues or projects. Examples of this were often mentioned in relation to supporting the Family Protection Unit or questions regarding drafting and interpretation of legislative texts. Furthermore, gender aspects came up in relation to more practical situations, such as encouraging the mission’s counterparts to nominate and send women to training sessions or on study trips. However, interviewees felt that the EUPOL COPPS could do much more to forward the agenda. As two interviewees expressed it in relation to discussions on training sessions arranged or co-arranged in order to strengthen the mission’s Palestinian counterparts, “If we help out with trainings, women have to have access” and “If the institutions we work with don’t send women, we have to be able to push for it” (Interviews PT 2013).

In relation to raising gender aspects during meetings, interviewees highlighted the management's role in particular. It was considered central that the leadership believe that gender aspects are important and that they take the opportunities presented at meetings on higher levels with the Palestinian Authority to raise questions or concerns. One example of such a situation was when an expert noticed that a representative of the mission's Palestinian counterpart said that he would not work with Palestinian women if it was up to him. After the meeting, the EUPOL COPPS' expert raised the concern with the Head of Section. The Head of Section then brought this question to the attention of the Chief of Department at the mission's Palestinian counterpart as something of great importance that they had to continue to work on together (Interview PT 2013). This kind of support at the management level was considered to be extremely important to strengthen the mission personnel's confidence to continue to promote gender aspects (Interviews PT 2013). The importance of the Head of Mission's actions, support and encouragement was also highlighted by some of the interviewees. One example of a "simple" action that was seen as having great symbolic value was when the Head of Mission gave female personnel credit for their work in front of the mission's counterparts and EU Headquarters mission personnel. One specific example referred to was when a female Palestinian prosecutor was selected to go to Brussels to participate in and, more importantly, to give a speech during an event. After this, the Head of Mission has made sure to address her and compliment her on her excellent work whenever she has been present at meetings (Interviews PT 2013).

Interaction with Women's Organizations

As the majority of the mission's counterparts with whom mission personnel interact are male, one particular focus of UNSCR 1325 and the EU Gender Policy is inclusion of local women through interaction with women's organizations. During a CSDP mission, interaction with women's organizations can take many forms, depending primarily on the purpose of the exchange. For example, interaction can take place in order to support the contribution of women's organizations to the peace process or institution building, or to the exchange of information for better situational awareness and insight into ongoing political processes. Interactions can be part of the regular daily work of the mission or be organized in relation to a specific activity or project.

When discussing contacts and cooperation of the EUPOL COPPS with women's organizations, most of the interviewees perceived this to be outside the main focus of the mission, which was to cooperate with and support their counterparts at the Palestinian Authority. Thus, the mission did not seem to have any formal cooperation with women's organizations. This meant that senior management and mission personnel did not have regular meetings with local women's organizations on a systematic basis. However, mission personnel mentioned that meetings and cooperation did occasionally take place, primarily together with their counterparts at the Palestinian Authority (Interviews PT 2013).

A few examples were given of more advanced cooperation with civil society organizations in general. For instance, when the EUPOL COPPS' counterparts at the Palestinian Civil Police arranged training on legal perspectives and human rights for new recruits at the Jericho Police Training School, it was planned and conducted in cooperation with local civil society organizations. The organizations provided both training modules and free trainers, and the cooperation was highly appreciated by both mission personnel and the Palestinian Civil Police (Interview PT 2013). In a similar fashion, local women's organizations, together

with other organizations, have been linked to, and integrated with, the mission's work with the Palestinian Civil Police's Program on Accountability and Oversight. This is a joint program implemented by the Palestinian Civil Police, the EUPOL COPPS and United Nations Development Program. One core focus of the program is to strengthen the Palestinian Civil Police's cooperation with civil society organizations in order to support the oversight of the police. In order to link up with relevant organizations, civil society organizations in the area were mapped. A selection of relevant organizations was then presented to the Palestinian Civil Police for a decision on participation. The work was then carried out at a number of joint workshops. This way of working was new not only for the Palestinian Civil Police but for the civil society organizations, and was referred to as a positive development by the interviewees (Interviews PT 2013).

5 THE INTERNAL WORKING AREA: CREATING ORGANIZATIONAL CAPACITY

EU Gender Policy outlines that missions have to create an organization that is capable of conducting gender mainstreaming and undertaking gender specific measures when working to reach the mandate objectives. Moreover, a mission has to create an equal opportunity workplace that employs both men and women. This requires us to ask: How do we organize our own work to enable gender integration and the participation of both male and female personnel? This section will look closer at these questions. However, before we turn to them we will analyze the use of the institutional support created to assist the Head of Mission with gender mainstreaming and gender specific measures.

5.1 INSTITUTIONAL SUPPORT TO GENDER INTEGRATION

Institutional support for gender mainstreaming and gender specific measures in the EUPOL COPPS has to a high degree been rather informal (as opposed to institutional) and located at the operational level. This means that the EUPOL COPPS has had no formal position as a Gender Adviser in the organogram and, at the time of the interviews, there has not been a Call for Contributions regarding such post (Interviews PT 2013). Instead of a formal Gender Adviser function, a gender specialist has, until fall 2013, been located at the Police Advisory Section. This has been called a Gender Adviser function even though it has served to a very high degree as a specialist in implementation. The function was developed by the mission when an earlier Head of Mission agreed to give one of the Police Advisers additional tasks covering gender aspects. This led to the establishment of a 'Police Gender Adviser'. The tasks included external cooperation with, and support for, the Palestinian Civil Police and its development of a Gender Adviser position and a Gender Unit in order to promote mainstreaming in the Security Sector, as well as tasks concerning internal support for development within the EUPOL COPPS . However, during the last year, the EUPOL COPPS' Police Gender Adviser has been cooperating mainly with the Gender Adviser at the Palestinian Civil Police, meaning that the work has mainly been external (Interviews PT 2013). Due to the more evolutionary approach to developing the support function, there is no formal job description for a Gender Adviser. This means that the Police Gender Adviser has had to develop own roadmaps, agendas and activities and has been dependent on the standpoint of the mission's leadership rather than on the Mission Implementation Plan (Interviews PT 2103).

In addition to the Police Gender Adviser, there is a Human Rights Expert located at the Rule of Law Section that has gender in its portfolio. As we saw in the discussion of mandate implementation, guiding documents state that the Human Rights Expert and the Gender Adviser should review all activities of the mission (Presentation PT 2013). As noted, about half of the interviewees also said that they had consulted the Police Gender Adviser about project implementation, worked together in specific teams (for example, Women's Empowerment) or cooperated on certain issues like the development of induction training. However, the understanding of what the role of the gender specialist function entailed varied among EUPOL COPPS personnel. Several of the interviewees thought that the work of the Police Gender Adviser was mainly, if not only, external, focusing on support for

the Palestinian Civil Police Gender Adviser. Several of the interviewees also said that they would like to know more about the Police Gender Adviser's work, role and tasks in the mission. This was considered important both to strengthen the work of the entire mission and to avoid potential overlapping (Interviews PT 2013).

While this has been the outline of institutional support thus far, the function is currently under revision. As of February 2014, the EUPOL COPPS will have created a new position for a Gender Expert. This new position will be placed with the mission's two Human Rights Experts and the National Legal Expert at the Rule of Law Section. The job description for this new Gender Expert position was developed in the mission and includes both external work to assist the Palestinian Civil Police and its Gender Adviser and advising the Palestinian Authority's Justice Sector. In addition, the Gender Expert will work internally with the development of an internal Gender Policy and advising the Head of Section concerning the objectives of the Mission Implementation Plan (Interview PT 2013).

When the position of Gender Expert was announced in the Call for Contributions in November 2013, several main tasks were listed. The Gender Expert should:

“Contribute on an operational level and in his/her field of expertise to the mission's mandate implementation in line with the CONOPS, the OPLAN and Mission Implementation Plan (MIP) in particular with respect to advising on mainstreaming gender issues across the criminal justice institutions; Provide advice to the criminal justice institutions on the development of strategies with respect to gender issues and the implementation of strategic objectives once defined; Ensure proper follow up on strategic objectives with respect to gender issues which have already been defined and implemented with respect to the Palestinian Civil Police (PCP); Liaise with the criminal justice institutions, the PCP, civil society and with the Independent Commission on Human Rights (when necessary) with respect to gender issues; Coordinate when necessary the mission's activities with donors who are active in providing advice on gender issues within the portfolio of the Gender Expert. This may involve attending and participating at the Justice Sector Working Group; Coordinate efforts with respect to reporting on particular MIP objectives and provide advice to the Head of the Rule of Law Section on these objectives; Actively work with the Human Rights experts who also report to the Head of the Rule of Law Section on human rights and gender related issues; Ensure development of the mission internal Gender policy; Perform any other tasks as required by the Head and/or Deputy Head of Rule of Law Section” (European External Action Service 2013, 33).²¹

Thus, the workload is substantial. The Gender Expert will be placed at the Rule of Law Section and report to the Head of Section (European External Action Service 2013, 33). However, the placement of the Gender Expert at the Rule of Law Section was debated. First of all, some argued that the placement did not follow the recommendation of the EU Gender Policy that a Gender Adviser should be strategically positioned at the Head of Mission's Office. The counter-argument was that the mission wanted to keep the position operational, just as it had been at the Police Advisory Section. The work of the Police Gender Adviser was deemed to have been successful, so there was a wish to extend the work to cover the justice sector as well. With this in mind, interviewees mentioned that locating the position at the Head of Mission's Office would have been more strategic if the Gender Expert primarily

²¹ When the deadlines for the different Call for Contributions has passed, the European External Action Service removes the advertisements from their webpage. However, it is often possible to find them afterwards by searching online.

should have focused on supporting internal gender mainstreaming, which was not the main purpose in this case (Interview PT 2013). On the other hand, several interviewees continued to argue that since gender should be mainstreamed throughout the mission, the Gender Expert (and other crosscutting functions) should be located at the Head of Mission's Office "in order to have any chance to succeed" (Interviews PT 2013).

EU Gender Policy states that a CSDP mission can use Gender Focal Points networks to support gender mainstreaming throughout the missions work and/or set up multidisciplinary teams to support work on gender and human rights. In the EUPOL COPPS, there is no formal Gender Focal Point system, but for a while there was an internal network called a "Gender Task Force". The task force was initiated by the Police Gender Adviser and consisted of personnel from the Programme Section, the Rule of Law Section and the Police Advisory Section. Although it was not explicitly expressed, the task force served almost as a Gender Focal Point network. Through this network, members shared information and supported each other in the work of gender mainstreaming the various sections and activities (Interviews PT 2013). However, the task force has been put on hold and is not operational at the time of writing this report (Interviews PT 2013).

5.2 INTERNAL INTEGRATION: WORK STRUCTURE

Internal integration (A3 in the figure) addresses how a mission can work to gender mainstream its daily efforts and to successfully undertake gender specific measures. That is, how should the work be organized to ensure that we gender mainstream or are able to best identify the most central gender specific tasks (in more direct support of gender equality or to improve women's situation)? A first step is to collect gender-disaggregated data and information during implementation of the mission mandate (day-to-day tasks) and conduct a gender-aware analysis of this data. What can we learn from the EUPOL COPPS on information collection and analysis? In addition to such analysis, is the planning gender-aware? If so, how is this achieved? Analysis and planning of the conduct of the mission should then be followed up in reporting and benchmarking. How does the mission conduct its work in these areas? Moreover, when the needs for gender mainstreaming and gender specific measures have been identified, how is the work funded? Last but not least, how does the mission work in terms of education and training of personnel? What can we learn from education and training efforts to support gender mainstreaming and gender specific measures?

5.2.1 Data Collection and Analysis

EU Gender Policy highlights the importance of collecting gender-disaggregated data and information concerning gender aspects in order to be able to carry out proper analysis and implement the mandate in a gender-aware manner (see Olsson, Sundström et al. 2012 for more information). This means that a mission has to be based on a gender-aware analysis of the mission area. For a mission such as the EUPOL COPPS, which implements its core tasks through advice and mentoring, access to gender-disaggregated data and information and gender-aware analysis of information is key to provide expert, gender-aware advice.

Beginning with the gender analysis of the mission area, a review of the main operational documents shows that an analysis of the situation of Human Rights and Gender in the mission area was carried out initially in order to formulate the mission's focus. Based on

this analysis, the operational documents clarify that the mission should continue to support institution building at the Palestinian Authority with rule of law and respect for human rights as a fundamental basis. While this is fruitful, it appears that the assessment has placed its main emphasis on human rights rather than gender aspects in relation to mandate implementation.

According to the review of guiding documents and interviews, systematic collection and use of gender-disaggregated data and information in daily work do not appear to be an institutionalized practice of the EUPOL COPPS. However, the interviews with personnel indicated that gender-aware analyses were carried out at the operational level, at least irregularly. This was done on an individual basis and concerned how to understand potential gendered implications of the personnel's work. Due to the fairly high degree of autonomy in daily implementation by advisers and experts providing support for their counterparts at the Palestinian Authority, mission personnel need to continuously analyze what gender means for their work in order to submit relevant reporting. In relation to analysis during reporting, one interviewee said that the following reflections are important to make:

What do [gender aspects] mean, how have we been able to support, what do [gender aspects] mean for the counterparts, also regarding the next steps? But basically – what does the development mean (Interview PT 2013)?

For example, questions that had come up in the personnel's analyses were how they as advisers should relate to gender balance among their counterparts at various departments and how EUPOL COPPS personnel could address differences in men's and women's access to training, positions, etc. In addition to how mission personnel should relate to and work with the internal structures of their counterparts, several interviewees reflected on the mission's structures and gender balance, the latter among both advisers and decision-making positions, as well as how these two factors could be perceived from the outside. Although such reflections were discussed a lot during the interviews, these types of analyses were not something that the personnel felt were carried out in a systematic way in the mission (Interviews PT 2013).

5.2.2 Planning

Although there is no systematic use of gender-disaggregated information or gender analysis at the mission or the tasks that it carries out, can there still be elements of gender mainstreaming and gender specific measures covered in planning? Let us look closer at the planning of the EUPOL COPPS. Planning of the mission's specific activities is based on the Mission Implementation Plan's objectives and tasks. This plan outlines the work for the next two or three years and the more specific activities that the mission should conduct. Based on this plan, the interviews indicate that most day-to-day activity planning is carried out by the mission's various sections and their teams. The teams are supported by the Head of Section during the planning. The Head of Section also coordinates the work of the teams and signs off on the plans before they are sent to the Head of Mission for approval. This structure means that mission personnel are granted quite a high degree of autonomy in their work. As a result, they take a lot of responsibility for their own activity planning (Interviews PT 2013).

When asked about the planning processes, mission personnel did not bring up any specific guidelines on how gender mainstreaming or gender specific measures should be integrated during initial planning of activities. Some interviewees referred to the fact that planning was performed in several steps (from the Mission Implementation Plan down to the day-to-day activities of the teams) and that gender might be added at later stages even if they themselves had not remembered to include a gender perspective. Although the activities would first be planned by mission personnel, all activities should be reviewed by the Police Gender Adviser and/or the Human Rights Experts working with gender. At this later stage, gender aspects could be raised (Interviews PT 2013). In contrast, some interviewees said that they always tried to consider the gender perspective from the beginning of the planning process, as they felt that it was a very helpful tool. However, according to interviewees, this approach was up to individual personnel and it did not seem to be something carried out in a systematic way during mission planning in general (Interviews PT 2013). However, regarding planning of gender specific measures, the mission carried out several projects and activities, for example in relation to supporting the Family Protection Unit and the Women Empowerment Team aiming to support gender equality at the counterpart's institutions and to empower women. The new position of the Gender Expert at the Rule of Law Section was also considered to be a step forward to make sure that gender aspects were more systematically covered in the planning, but also to make it possible to plan for specific "gender activities" (Interviews PT 2013).

5.2.3 Reporting and Benchmarking

Reporting and benchmarking are central aspects of the work with CSDP missions. In this manner, the progress – or the lack thereof – can be followed and measured. As the EUPOL COPPS provides mentoring and advice, reporting to EU Headquarters in Brussels mainly covers the progress of the mission's work. How does the mission then conduct its work in these two areas?

The EUPOL COPPS reports to EU Headquarters in Brussels on a weekly, monthly and six-monthly basis. Reporting is guided by the Reporting Guidelines provided by the EU External Action Service's unit for Civilian Planning and Conduct Capability.²² These guidelines were revised during summer 2013. Notably, they were said not to include specific instructions on including gender mainstreaming or gender specific measures after the revision. However, the guidelines demonstrate that a "gender mainstreaming" section could be incorporated into the reports (Interviews PT 2013).

In the reports that are eventually submitted to EU Headquarters in Brussels, the Sections first report on the work conducted in their areas of responsibility. This is then submitted to the mission's Reporting Officer, who is responsible for summarizing the information for longer reports. The weekly report – about one page long – is primarily an operational summary of the implementation of the mandate and includes short descriptions of current developments, events and activities. Thus, space is very limited and no area is dedicated to "gender" (Interviews PT 2013). Instead, gender aspects were featured more frequently in a section of the monthly reports – maximum 10 pages – and the six-monthly reports –

²² Civilian Planning and Conduct Capability is the part of the European External Action Service that is mandated to plan and conduct civilian CSDP missions. In short, the Civilian Planning and Conduct Capability exercises "command and control at the strategic level for the planning and conduct of all civilian crisis management operations." For more info, see European Union External Action Service: <http://www.eeas.europa.eu/csdp/structures-instruments-agencies/cpcc/>

maximum 15 pages – as they have more space to describe broader developments and what they could mean, how the mission has been able to support their counterparts and the plans for future actions. The monthly and the six-monthly reports describe the current state of the mission’s implementation and bring up existing challenges.

What information related to gender mainstreaming and gender specific measures is then covered in reporting? Interviews point primarily to the mission’s work with the Palestinian Civil Police Gender Unit, information about laws for protection of families and support for the Family Protection Unit (Interviews PT 2013) – primarily gender specific measures rather than gender mainstreaming. Reporting of these activities seems to be provided for the most part by the Police Gender Adviser and the Human Rights Advisers. When other interviewees were asked about reporting of gender aspects, several of them said that it is not a perspective that they include automatically. They said that they would not always have their “gender glasses” on, meaning that gender aspects could be more integrated in reporting if they had been. However, several interviewees mentioned that space limitations made reporting very restrictive and thereby limited the inclusion of gender aspects (Interviews PT 2013).

In addition to including gender aspects in regular reporting, the mission has submitted a number of special reports on gender. One report highlighted the situation of female officers at the Palestinian Civil Police and it was written in relation to the Palestinian Civil Police District Action Plan where it had been formulated as one of the tasks. The purpose was to look for good practice and further developments needed in terms of female police’s work environment. The challenges detected concerned the low representation of female police (only about three percent of the total) and the gender distribution of labor, which placed women primarily in administrative positions. Female personnel were found to work to a higher degree in the, relatively small, Family Protection Unit (Interviews PT 2013).

In December 2011, the mission submitted a Special Report on gender mainstreaming – that is, efforts to adapt the mission’s work to ensure that it improves the situation for both men and women – which also included the gender specific measures conducted by the mission. This report reviewed the existing work and placed it in the context of EU Gender Policy and the work of the Palestinian Authority (Interviews PT 2013).

Regarding the EU’s indicators on gender and Women, Peace and Security, which could provide further guidance on how to follow up on gender aspect, they did not appear to be used. As one interviewee said when asked about the EU’s indicators, “We are quite heavily focused on the mandate and what it says. Don’t think that the indicators are mentioned in the guidelines” (Interview PT 2013). As noted, the revision of the OPLAN has led to more detailed inclusion of indicators for following up on the mission’s progress with implementation. However, the annex on gender does not mention any such benchmarking in relation to gender aspects. An annex on benchmarking is attached to the Mission Implementation Plan, but as noted in an interview, “It does not happen in that way. We report on progress and plan for activities” (Interview PT 2013).

5.2.4 Funding

EU Gender Policy does not provide detailed guidance regarding funding but states that resources should be devoted to both gender expertise and “outreach activities” (see Olsson, Sundström et al. 2012 for more information). Thus, it is interesting to look closer at how the EUPOL COPPS has been budgeted.

As in most of the other CSDP missions, the Head of Mission is responsible for the overall budget. The documents describing the allocation of resources do not include any references to gender or more detailed activities. Regarding allocated funds, salaries have not been specifically designated for a Gender Adviser since the official position is “Police Adviser”. However, this will change with the new expert position at the Rule of Law Section. The salary of the Human Rights Adviser, with gender in the portfolio, is a position including gender tasks that is to be considered as funded at this stage, at least to a certain extent. Besides this, there is no mention of other types of specific funding.

In addition to the main budget, the EUPOL COPPS’ Programme Section has a Project Cell, which has a budget for funding of Quick Impact Projects (Interviews PT 2013). This funding can be used for implementing certain activities by the mission’s counterparts at the Palestinian Authority (Interviews PT 2013; Presentation PT 2013). The Police Gender Adviser, together with the counterparts, has also been able to apply for funds for “gender activities”. However, several interviewees considered this to be a time-consuming way of finding funding. They said that it would make sense for the Police Gender Adviser to have funds at hand in order to be able to act more rapidly – for example, to make it possible to hold trainings or conduct workshops on short notice (Interviews PT 2013).

5.2.5 Education and Training

EU Gender Policy especially emphasizes education and training for mission personnel.²³ When new personnel arrive at the EUPOL COPPS, they are expected to go through induction training. The training is coordinated by the Human Resources Office but is conducted by several mission personnel (Interviews PT 2013). What can we then learn from the mission’s education and training efforts to support gender mainstreaming and gender specific measures?

The EUPOL COPPS induction training consists of three modules to be completed during 6 days in total. The modules consist of a mix of briefings given by different positions and levels and are meant to give the personnel knowledge of the mission’s work and the mission area. In terms of gender, the induction training used to include a session on UN resolution 1325 and gender issues. This session – offered between 2010 and early 2013 – was provided by the Police Gender Adviser. The session was approximately 30 minutes long and aimed to provide personnel with a core understanding of gender as a concept and how the mission was trying to integrate gender in its planning and in the conduct of projects and activities. The content of the training focused on describing both the internal and the external approach to gender mainstreaming and gender specific measures, explaining the mission’s draft roadmap on gender and providing new personnel with an understanding

²³ EU Gender Policy goes on to state that in-mission training on gender aspects should be conducted on a regular basis, both for the leadership of the mission and for other staff, and that it is needed at all stages of a mission (Council of the European Union 2009, 13899/09).

of where further information could be found (Interviews PT 2013). However, when the concept for the induction training was revised in the beginning of 2013, some components were shortened or removed. In this process, the sessions on gender and UNSCR 1325 and the session on the code of conduct presented by the responsible experts were both excluded (Interviews PT 2013). A second revision was made during 2013 and as from late fall 2013, the induction training includes a briefing on gender and code of conduct (E-mail correspondence December 2013).

About half of the interviewees had received a gender briefing during induction training or had participated in a one-on-one sit-down with the Police Gender Adviser. A majority of them said that more training on gender aspects would be not only welcome but necessary in order to keep gender on the mission's agenda. In general, there was frustration among personnel about not knowing how to gender mainstream their daily work and the lack of internal support from a designated Gender Adviser was also considered to be challenging. There was deemed to be a need for regular and open discussions, more information sharing within the mission about gender aspects, more systematic follow-up and more practice on how to integrate gender in their daily work (Interviews PT 2013), i.e. a more institutionalized and systematic approach to gender mainstreaming and the implementation of gender specific measures. Pre-deployment training was not considered to be a remedy. This since a majority of the interviewees who had gone through trainings covering gender prior to deployment, either as pre-deployment or specialized trainings, still said that they would like to have more training on gender in the mission, preferably context-specific (Interviews PT 2013).

5.3 INTERNAL PARTICIPATION: RECRUITMENT POLICIES AND EQUAL OPPORTUNITIES

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

5.3.1 Employment of Male and Female Personnel

The EUPOL COPPS consists of both International personnel and Local personnel.²⁴ The International personnel can be either seconded by a Member State (where the country has the main responsibility for the employee) or directly contracted by the mission. Thus, when we consider gender balance, personnel can be divided into three overall categories: International seconded personnel, International contracted personnel and Local personnel (all directly contracted by the mission). Depending on the time and category, the number

²⁴ During the interviews it was clarified that the mission itself prefers to refer to the categories as "International and National staff". The term "Local personnel" and "International personnel" is used based on the statistics from the EU.

of personnel and gender balance varies. For example, in August 2013, the number of International personnel in the mission was 55, of whom 12 were women (22 percent) and 43 were men (78 percent). If we break down these numbers even further, the gender balance of the International contracted personnel was nine men (90 percent) and one woman (10 percent). Among the International seconded personnel, 34 (76 percent) were men and 11 (24 percent) were women. In addition to International personnel, the EUPOL COPPS employs over 40 Local personnel. In August 2013, 25 (61 percent) were males and 16 (39 percent) were females. The percentage of female Local personnel was higher than the percentage of female International personnel (Numbers provided by the EU).

Recruitment of personnel for the EUPOL COPPS goes through the established system of Calls for Contributions. In this system, the European External Action Service includes a paragraph in the text for all calls stating that the EU strives for improved gender balance in its missions and encourages the Member States to nominate women. The EUPOL COPPS also has the ambition of being proactive regarding improving gender balance through the recruitment process. For that reason, the mission's Human Resources Office tries to review all job descriptions to make sure that they are not biased. The work of developing job descriptions and potential changes in the terms of reference is coordinated between the Human Resources Office and the management of the sections that are seeking personnel (Interviews PT 2013). In addition, several of the interviewees brought up another challenge regarding improving gender balance through the recruitment process: the responsibility of the Member States to nominate both men and women. This concerned both the number of women and men and the positions for which women and men were nominated. Moreover, although a general statement in the EU Gender Policy encourages women to apply and the EU to work to improve the gender balance in CSDP missions, no tools have been established for how to put this policy into practice (Interviews PT 2013). The language in the policy was also perceived as too vague. As expressed by one interviewee: "The policy is to choose. If it is stated that you should, then it would be clearer, more of a push" (Interviews PT 2013).

5.3.2 Gender balancing, Decision-Making and Labor Roles

Since changing the gender balance in leadership and breaking other stereotypical patterns of gender specific distributions of labor are among the main challenges, let us look a bit closer at the work on improving participation from this perspective.

The EUPOL COPPS is led by the Head of Mission and the Deputy Head of Mission (currently both male). When looking at the Head of Mission's Office at the time of the interviews, there were two female personnel working there out of 12 positions (two vacancies). At that time they were holding the positions of Political Adviser and Public Information Officer. The gender balance in senior leadership was brought up by the interviewees, as some were concerned that there were generally too few women in senior management positions. The interviews highlighted that the EUPOL COPPS' previous Deputy Head of Mission had been a woman, but almost all respondents reflected upon the fact that they had not heard of a female Head of Mission in the whole CSDP system. This was also something that they regarded as "disturbing" (Interviews PT 2013).²⁵ In addition to senior management

²⁵ In relation to discussions regarding gender balance in the missions, several of the interviewees talked about the situation at the higher European Union level. In fact, several of the interviewees said that "the missions are reflections" of this level and that "Brussels should not ask the missions to do something that [Brussels] cannot do themselves [sic]" (Interviews PT 2013).

at the Head of Mission's Office, the Police Advisory Section, the Rule of Law Section and the Program Section all have a Head of Section and a Deputy Head of Section. The Administration Section has a Head of Administration but is also divided into several key functions such as financial management, software development, logistics and procurement. In total, the mission has categorized 11 positions as "Head of Section/Deputy Head of Section." In August 2013, three of these 11 positions were held by female personnel (27 percent). For example, the Deputy Head of the Rule of Law Section was female. Although most of the interviewees were of the opinion that there were no trends in which position men and women held at the mission, the mission's own statistics show that two-thirds of all personnel at the Administration, Rule of Law and Police Advisory Sections were men, while the situation was the opposite at the Programme Section. This was also the smallest section numbering only 9 personnel (Presentation PT 2013). In contrast, some interviewees were of the opinion that "certain positions are for men" and that women in general do not work with logistics, security or at the Head of Mission's Office (Interviews PT 2013).

5.3.3 Work Environment and Standards of Behavior

Managing to recruit both women and men for all types of positions is one key aspect of internal participation. Another is to create a productive and respectful work environment free from discriminatory practices which ensures an effective and professional mission. For the same reasons, the mission should ensure appropriate and professional behavior toward the population of the host country. According to EU Gender Policy, CSDP missions should have Standards of Behavior based on the Generic Standards of Behavior of the EU and an institutionalized and communicated complaints procedure (see Olsson and Sundström et al. 2012 for further discussions). What can we learn from the work in the EUPOL COPPS regarding such efforts?

A review of the OPLAN shows that it contains an annex related to conduct and discipline. This is based on the Council of the EU's generic policy in this area. The annex is quite detailed in terms of outlining what types of behavior that are to be considered professional, what constitutes breach of professional behavior and criminal offences, and the procedures for handling breaches of Standards of Behavior. All personnel in the mission are obliged to know of the standards, and line managers are tasked to ensure that they are upheld. In this context, questions of discrimination and sexual harassment are specified as central to consider for creating a professional working environment. Sexual harassment is described as involving everything from physical conduct (including exploitation and abuse) to the language that is used and gestures. It also includes exhibiting pornographic material, images or texts that can be perceived as offensive or intimidating. The OPLAN further states that this form of harassment can be carried out by both men and women as well as towards both men and women. The review of the OPLAN also finds that the annex regulates the Standards of Behavior of mission personnel toward the host population. Mission personnel are expected to act neutral and independent in these interactions. No acts that, including relationships between mission personnel and someone from the host population, can affect the credibility of the mission are allowed. Relationships that do not cause such damage are not prohibited but should be reported to the mission leadership in order to ensure that any effects of the relationship can be handled. However, according to the OPLAN, it is not allowed

to frequently go to places known for prostitution, and the purchase of sexual services is totally unacceptable. Personnel should also show respect for, for example, local law and culture, as long as they do not violate international humanitarian law or human rights.

The Standards of Behavior in the OPLAN outline detailed procedures for handling breaches of the standards, or any other valid regulations, for which the Head of Mission is the position with final responsibility (even if the Deputy Head of Mission should handle the procedures). All personnel are responsible for reporting breaches through the regular Chain of Command.

The OPLAN annex on Standards of Behavior is the product of revisions by a working group in the mission. These revisions aimed to make the annex less bureaucratic and to clarify the procedures for complaints, investigations, available disciplinary measures and responsible positions. According to interviewees, the directions were developed with the ambition of being gender-neutral. The document has been circulated to all mission personnel. While some of the interviewees were very positive and thought that the annex had become much clearer, several of them still said that they had neither seen nor read it (Interviews PT 2013).

When discussing the internal work environment, most of the interviewees had the impression that all personnel were considered equal and that few incidents occurred or were reported. Inappropriate jokes and improper behavior was seen as rare, but if it were to happen, most interviewees felt that others would stand up and make it clear that it was not acceptable (Interviews PT 2013). However, several interviewees referred to the occurrence of more indirect discrimination, and the environment was described as being “quite tough sometimes.” One interviewee explained that she had never felt before that there were any limits for her as a woman, but that this had changed when she came to the mission. She also mentioned that she would sometimes “get more respect among the counterparts than from colleagues within the mission” (Interviews PT 2013). A few interviewees also touched upon the issue of differences in background and origin, and that it made a difference if you were civilian or had a military background. This was seen as challenging since it could make it hard to be listened to in certain situations. In addition, differences between International and Local personnel were raised. For example, Local personnel did not have access to certain documents and the working conditions were different in some areas (Interviews PT 2013).

6 MAIN FINDINGS AND RECOMMENDATIONS

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

6.1 EXTERNAL INTEGRATION

In accordance with the assessment framework, the section on external integration focused on how gender aspects (gender mainstreaming and gender specific measures) are included in the operational documents such as the mandate, the CONOPS, OPLAN and the Mission Implementation Plan. Thereafter, it looked closer at the working methods and experiences of mission personnel conducting their daily tasks of implementation.

The assessment shows that in spite of the fact that the mission's mandate does not include any specific references to gender, the other main operational documents do. Both the CONOPS and the OPLAN have an annex on gender and include gender in the main texts. For example, these operational documents do state that human rights and gender are crosscutting issues in the mandate and activities. A few examples of what this entails are also described in the OPLAN. Moreover, the OPLAN specifies that all activities planned by the mission should be reviewed by the Gender Adviser/Expert and/or the Human Rights Adviser. In addition, the mission has adopted a Gender Statement to clarify the mission's position. Thus, although the annexes to the CONOPS and OPLAN are rather vague about what should be done more specifically, they do still provide some direction on which further specification about objectives could be based. Interestingly, the Mission Implementation Plan does not include any explicit references to gender in the objectives or main tasks.

The vagueness in existing operational documents has affected the ability to apply more gender-aware working methods. Many of the interviewees perceived this as a challenge and expressed frustration over not knowing what gender mainstreaming and gender specific measures could mean in practice in this particular mission. This demonstrates that there is a continued need for concretization of objectives and clear communication about what gender-aware working methods entail for the EUPOL COPPS. Preferably, this should be done by the Head of Mission and further supported by explicit guidelines and expertise. In addition, several of the interviewees requested not only clearer guidance from EU Headquarter in Brussels, but also that EU Headquarters should place higher demands on missions by requesting the Head of Mission to follow up and report on the work carried out.

The guidelines and standardization of gender-aware working methods could be built on ongoing work. Despite the uncertainty among the interviewees, the assessment has shown that a substantial amount of gender-aware work is being implemented in the mission. The more apparent examples are the gender specific measures undertaken, such as the specific projects and programs aiming to support women's empowerment and the Family Unit.

These measures were also most frequently pointed out by the interviewees and are good ways to involve mission personnel from several sections in the work. While it seemed harder to discuss gender mainstreaming activities, there were still several good examples on how this could be done. For example, mission Experts raised questions with their counterparts and aimed to be gender-aware when producing material and offering trainings. Preferably, the practical guidelines developed on working methods for the mission personnel should include specific examples of such work. These guidelines need to be able to explain what working with 'gender' could mean for the different positions and teams in a diverse mission such as the EUPOL COPPS. This also means that the existing work needs to be well documented.

RECOMMENDATIONS: EXTERNAL INTEGRATION

- 1) Outline more clearly in the operational documents (such as CONOPS, OPLAN and Mission Implementation Plan) what gender mainstreaming and gender specific measures mean for a Police and Rule of Law mission. I.e. what is it that the mission is to achieve?
- 2) Specify certain objectives related to gender mainstreaming and gender specific measures of the mandate assignments on which the Head of Mission is to report back on to EU Headquarters.
- 3) Develop standardized guidelines and provide instructions for gender-aware working methods to key groups of personnel, such as Experts and Advisers. The guidelines could include collected experiences from ongoing work.

6.2 EXTERNAL PARTICIPATION

Following the outline of the assessment framework, this section on external participation looked into whether the operational documents provide guidance on how to interact with external actors such as government actors and women's organizations and collected experiences from such work by the EUPOL COPPS. For the EUPOL COPPS, its primary purpose is to support the Palestinian Authority counterparts from the police and criminal justice sectors. This means that external participation is in focus for the implementation of the mission mandate. These interactions are therefore much in focus of the operational documents. However, the documents are not explicit about the gender dynamics of such interactions. For example, since the mission aims to work with representatives on the highest levels within the Palestinian counterparts, this also means that the majority of the mission's counterparts always are male. This does not mean that there were no considerations made on how to include women. For example, there were clear efforts by the Palestinian Authority to address participation which had been supported by the EUPOL COPPS. The mission works on several levels and the various personnel functions all have their different forms of interactions while mentoring and advising their Palestinian counterparts. According to the interviewees, the mission personnel do bring up gender aspects in these interactions. However, this is not done in an institutionalized manner and is most often conducted in relation to undertaking gender specific measures. Several of the inter-

viewees also expressed that they did not feel confident enough to integrate gender aspects without support, which underlines the need for guidelines and practical examples. In order to strengthen women's participation further, there is a need to 'concretize' the mission personnel's responsibility to support the counterparts to include both men and women, for example by supporting their counterparts to recruit, nominate, promote and involve female personnel. Here, the importance of having a strong support and to get encouragement from the senior management in the mission in order to feel confident to continue to promote gender mainstreaming was particularly highlighted. Again, underlining the importance of the senior management.

Regarding the mission personnel's interaction with women's organizations, this was not formalized in the mission but was said to happen occasionally. The mission had mainly supported their counterparts' cooperation and exchange with civil society and women's organizations, for example in order to get feedback on their work regarding accountability and oversight. The mission's advisers and experts had explained that it would be impossible to think that only one organization has the overall picture, therefore the counterparts would need to contact several organizations for their feedback. This best practice could also be taken in consideration by the mission. Turning to local women's organizations for exchange of information, or in order to seek advice on particular issues where they have expertise, is not only a way to show support for local work for women's rights, but also a way to give the mission a broader and more comprehensive understanding of the situation in the mission area.

RECOMMENDATIONS: EXTERNAL PARTICIPATION

- 4) Develop guidelines on how to systematically support women's participation during a mentoring and advising mission. Guidelines need to include the role of the senior management.²⁶ Advise on participation is particularly central regarding how to work with local counterparts. The assistance to the Gender Units and Committees in the Palestinian Civil Police and security structures constitute good examples for other CSDP missions.
- 5) Elaborate and clarify how the mission's leadership, senior management and Experts could support the interaction with women's organizations (or women dominated organizations) working on issues related to the mandate in a more systematic way.
- 6) Develop guidelines for Police and Rule of Law missions on how to systematically include the competence of local organizations working to improve women's access to justice.

6.3 INTERNAL INTEGRATION

As clarified in the assessment framework, internal integration addresses how a mission can create capacity to gender mainstream its daily work and carry out gender specific measures. This includes collection and analysis of gender-disaggregated data, gender-aware planning and how the mission follows up on the work with reporting and benchmarking. Moreover,

²⁶ For example, how the leadership and senior management could work to bring up central questions and challenges to higher levels among the mission's counterparts.

which funds are available for this work and to provide the personnel with education and training in order to strengthen the internal capacity? Support to such work is crucial. Therefore, the assessment initially looked closer at the role of the Gender Adviser.

The EUPOL COPPS has not included a designated position as a Gender Adviser in its mission structure. Instead, it has had a Police Gender Adviser and a Human Rights Expert with gender in the portfolio. They have been working in the two main operational pillars of the mission. Although the mission personnel felt that their work should have been better communicated internally, these two were still seen as main responsible for 'gender activities'. A stronger internal support and more coordination were also considered to be necessary in order to strengthen the mission personnel's work with the counterparts and to avoid overlap within the mission. When the mission was restructured during the end of 2013, a new position as a Gender Expert was added to the Rule of Law Section together with the Human Rights Experts. This will become operational during 2014. The suggestion to give the Gender Expert a more strategic placement in the mission structure was discussed but this was dismissed in order to keep the function operational towards the external counterparts. This means that the Gender Expert's tasks will be mainly external, but it does also include some internal cooperation and the development of an internal gender policy. In relation to supporting gender mainstreaming on a daily basis, practice shows that these expert functions are best used in advisory roles. By keeping this position mainly operational in relation to the counterparts, it does not aim to address the need for, and expectations of, the internal support which was expressed by the mission personnel. This also underlines the need to clearly separate the Gender Adviser function (supporting the internal work of the entire mission) from Gender Experts/Specialists working mainly externally on the operational level. Both perform key tasks but the functions should not be mixed-up. This is not least important in terms of communication with other mission members.

The EUPOL COPPS has no internal Gender Focal Point system as such, but efforts have been made to set up an internal gender task force involving personnel from several sections. With no formal Gender Adviser supporting the internal gender mainstreaming, these efforts could strengthen the internal capacity by increasing the necessary exchange of information and best practices within the mission.

Regarding the mission's capacity to collect gender-disaggregated or gender-aware information and perform analysis, or to integrate gender aspects during planning, these were not done systematically but rather on what seem to be an irregular basis. Moreover, such work was mainly evident when it came to gender specific measures, such as projects or specialist support to the Palestinian Civil Police Gender Adviser. Guidelines on how to integrate gender aspects during the planning did not exist. Instead, the OPLAN outlines that the Police Gender Adviser and the Human Rights Expert should review all planned activities and tasks to ensure that gender aspects were integrated. Had this policy been implemented properly, all activities in the mission should be gender mainstreamed (which was not the case). In order to reduce the workload for these functions it would be more efficient to strengthen the internal capacity of mission personnel to integrate a gender perspective and to be able to report on their own integration of gender aspects.

In order to ensure a more systematic approach and not to leave it up to individual experience and interest, clearly communicated guidelines on data-collection, analysis, planning, reporting and benchmarking would be necessary. To implement these effectively, a Gender Adviser should be included from the beginning of the planning processes as a way to strengthen the internal capacity. It was also suggested that there was a need for a Gender Adviser to assist with identifying practical examples from the work of the mission in order to clarify what a gender perspective means for the organization.

In order to increase the professional capacity among mission personnel, it would be necessary to keep the now reinstated gender component during the induction training. Personnel also highlighted the need for more internal workshops, open discussions and information sharing. These efforts could help reduce the frustration among personnel stemming from not knowing how to gender mainstream their work, i. e. how to work in line with the missions operational documents. It could also eliminate the misperception that 'gender activities' cannot be planned or carried out without a Gender Adviser. Moreover, currently there is no specific funding for supporting gender mainstreaming and very limited funds for gender specific activities. If possible, the Programme Section has been able to support by drafting a small project.

RECOMMENDATIONS: INTERNAL INTEGRATION

- 7) Structural support to gender mainstreaming and gender specific measures:
 - Support and communicate the role of the Gender Expert in the mission. In this, be sure to separate a Gender Adviser function (a support function at Headquarters) from a Gender Specialist/Expert working on the operational levels in the organization (primarily to support gender specific measures). Both are very useful but perform different forms of roles.
 - Use the gender task force to support gender mainstreaming and gender specific tasks (including specifications about status and placement in the mission structure).
 - Reconsider the need for a Gender Adviser at the strategic level.
- 8) Strengthen organizational capacity:
 - Include guidelines for gender mainstreaming in analysis, planning and reporting in the internal Gender Policy.
 - Enhance the ability of Advisers and Experts to collect gender-aware information and to conduct a gender analysis. This could strengthen their capacity to give gender-aware support to the work of their counterparts.
 - Strengthen the capacity among personnel involved in planning to include gender aspects in planning throughout all phases of a CSDP mission.
 - Ensure the inclusion of a gender component in the induction training. Create opportunities for exchange of best practice and information sharing, such as workshops, for key personnel.
 - Make use of special reports to follow-up on the progress of gender mainstreaming.
- 9) Strengthen formulations on funding for the Gender Adviser and the support for gender specific measures in operational documents.

6.4 INTERNAL PARTICIPATION

In accordance with the assessment framework, the section on internal participation discussed both the gender balance in the mission, and in what function and on what level men and women are working in the mission. The employment patterns in the mission during autumn 2013 revealed that the mission was imbalanced in all categories of personnel. Looking closer at the total percentage in the EUPOL COPPS, almost 75 percent were male. The imbalance between men and women was also reflected in the management positions. Although the previous Deputy Head of Mission had been female, the senior management positions were primarily held by men. Concerning the distribution of labor, certain positions were also described as being 'for men'. For example, women were generally not found working with logistics, security or within the Head of Mission's Office. The group with least divergence in the balance was the category of Local personnel, where approximately 40 percent consisted of female personnel. Reportedly, the mission aimed to be proactive regarding recruitment. For example, they worked to revise job descriptions to try to ensure that these would not be biased. This work was guided by the EU Gender Policy but the personnel felt that they lacked the tools for how to put policy into practice. Moreover, the somewhat vague language in the policy was considered to give insufficient support, i.e. it could be stricter. The recruitment of female personnel was also considered to be linked to the mission being a non-family duty station and that this could exclude many women. In addition, interviewees noted the importance of the nominations of personnel from the Member States. This concerned both the number of female personnel nominated and for what positions. The Member States roles were therefore seen as central.

Internal participation also involves the Standards of Behavior regulating the behavior of mission personnel, both in relation to colleagues and to the host population. Revised Standards of Behavior for the EUPOL COPPS were adopted as an annex to the new OPLAN in 2013. This revision included clarifying procedures for complaints, investigations and disciplinary measures and which functions who were responsible. All breaches of the standards should be reported through the regular Chain of Command. When adopted, the annex was circulated among the mission personnel. Although most of the interviewees were aware of the annex, several of the interviewees had not seen or read it. This highlights the importance of introducing and reminding mission personnel of the Standards of Behavior, not only of their obligations and the regulations they need to follow but also of the support functions that are available for all mission personnel.

RECOMMENDATIONS: INTERNAL PARTICIPATION

- 10) Continue the work to analyze the gender balance and gender distribution of labor in order to remove potential risks for structural discrimination.
- 11) Oversee the career paths to senior management positions to ensure equal opportunities for male and female personnel. This includes a dialogue with EU's Headquarters in Brussels as this is also depending on nominations.
- 12) Explore fruitful ways to communicate the Standards of Behavior to all personnel and collect lessons learned in relation to breaches against both equal opportunities and professional conduct in the field. Follow up on and ensure that these are communicated to all mission personnel.

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- Amarneh, Mohammad, National Legal Expert (16 September 2013)
- Cannarozzi, Nicola, Head of Administration and Finance (13 September 2013)
- Chmielinski Bigazzi, Andrea, Defense Lawyers Expert (17 September 2013)
- Crintea, Daniel, Human Resources Officer (13 September 2013/e-mail correspondence 17 December 2013)
- Cusin, Benoit, Head Press and Public Information Office (20 September 2013)
- Deane, Kenneth, Head of Mission (20 September 2013)
- Demol, Carol, Programme Advisor (16 September 2013)
- Ebert, Andrea, Police Adviser (20 September 2013)
- Hansen, Carsten, Legal Advisor (20 September 2013/e-mail correspondence 9 December 2013)
- Heinonen, Jyrki, Penitentiary Expert (17 September 2013)
- Helland, Kjaersti, Police Adviser (17 September 2013)
- Hoppenbrouwers, Jeff, Human Rights Expert (16 September 2013)
- Jacobs, Theo, Head of Rule of Law Section (12 September 2013)
- Kantor, Ana, Programme Advisor (16 September 2013)
- Limdal, Karin, Political Advisor (13 September 2013)
- Linhartová, Vera, Prosecution Expert (18 September 2013)
- Mauget, Rodolphe, Deputy Head of Mission (20 September 2013)
- Montipo, Maurizio, Human Rights Expert, (16 September 2013)
- Mustonen, Jari, Reporting Officer (13 September 2013)
- Opak, Coskun, Police Adviser (20 September 2013)
- Ruotsalainen, Seppo, Police Adviser (16 September 2013)
- Sheehan, Roselyn, Deputy Head of Rule of Law (19 September 2013)
- Stroosnijder Tilly, Police Gender Advisor (15 September 2013/e-mail correspondence 6 December 2013)

Wadi, Imad, Mission Security Assistant (16 September 2013)

Winterstein, Anna Christina, Criminal Justice Legal Drafting Advisor (13 September 2013)

Wolfe, David, Acting Head of Police Advisory Section (12 September 2013)

Zuccarini, Alessio, Head of Programme Section (12 September 2013)

Ågren Lars, Prosecution Expert (16 September 2013)

Group Interview - Female personnel (18 September 2013)

Group Interview - Male personnel (18 September 2013)

External Interviews and Meetings

Representatives from the Palestinian Authority, Ramallah

Bazzar, Hayat, Gender Adviser, Prime Minister's Office (15 September 2013)

Diab, Rabiha, Minister of Women Affairs, Ministry of Women's Affairs
(19 September 2013)

Nassar, Sura, Head of Gender Unit, Ministry of Justice (18 September 2013)

N Sousou, Randa, General Director, Ministry of Women's Affairs (19 September 2013)

Representative from the Attorney General's Office (18 September 2013)

Representatives of the Security Sector Gender Committee (15 September 2013)

Wafaa Al Husain, Major, Director of the Unit of Gender, Palestinian Civil Police
(15 September 2013)

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El-Yassir, Alia, UN Women Special Representative, UN Women (19 September 2013)

Falcone, Fabrizia, Projects Manager, UN Women (19 September 2013)

Marin-Herrero, Benito, Project Manager, Office of the European Union Representative
(19 September 2013)

Pagano, Carla, Gender Advisor, Cooperazione Italiana, Consulate General of Italy
(19 September 2013)

Rouhana, Hoda, Gender Associate, Office of the Attorney General, The United Nations
Office for Project Services (18 September 2013)

Shafi, Fida, Gender Equity Program Director, Care International (15 September 2013)

Öhman, Linda, Field Representative, Kvinna till Kvinna Foundation (KtK)
(20 September 2013)



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