

GENDER, PEACE AND SECURITY IN THE EUROPEAN UNION'S FIELD MISSIONS

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BERNADOTTE
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Assessments of EUMM Georgia and EUPOL COPPS Palestinian
Territories with observations from EULEX Kosovo

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FOREWORD

ONE OF THE CORNERSTONES of the Folke Bernadotte Academy's (FBA) mandate to support peace and crisis management operations is the implementation, both nationally and internationally, of United Nations Security Council resolution (UNSCR) 1325 on Women, Peace and Security. In 2012, the Swedish Government assigned us to examine how resolution 1325 is implemented in the European Union's (EU) Common Security and Defense Policy (CSDP) missions.

FBA'S UNSCR 1325 PROGRAM, consisting of Dr. Louise Olsson, Martin Åhlin, Marielle Sundin and Anna Lidström, and supported by Gabriela Elroy and Agata Szymanska, have conducted a comprehensive assessment of the work with resolution 1325 in CSDP missions. This report is much needed and provides us not only with valuable insights on the gaps in current field missions, but also valuable lessons and recommendations, directly translated from actors on ground.

THE ADOPTION OF RESOLUTION 1325 in year 2000 has altered the way the international community views conflicts, and hence also ways to achieve peace. That said, this report demonstrates that in order for enforcement truly to happen in field missions, a more strategic approach led by decision makers at the highest levels of EU crisis management must take place. Currently the work is instead often in the hands of individual personnel and the Gender Adviser. While this is equally essential, unfortunately, it is far from enough.

WITH COMMITMENT, RESPECT AND EXPERTISE, we strive for the attainment of peace, security and development.

STOCKHOLM 01-12-2014



Sven-Eric Söder
Director General

ACKNOWLEDGEMENTS

In 2012, the FBA was assigned by the Swedish Government to examine the implementation of the UN Security Council resolutions on Women, Peace and Security in CSDP missions. The project involved two components: a) a review of central EU policy documents on gender and UN Security Council resolutions on Women, Peace and Security completed in 2012 (see Olsson and Sundström et al. 2012) and b) an assessment of the implementation of UN Security Council resolutions on Women, Peace and Security in a selected number of CSDP missions, conducted in 2013. This report is the result of the second part of the assignment. The project has been led by Louise Olsson and conducted by a team consisting of Martin Åhlin, Marielle Sundin, Karin Sundström and Anna Lidström with support of the FBA's Deputy Head of Department for Education, Training and Exercises, Gabriela Elroy.

The research team wishes to express a very warm thank you to everyone who has assisted in completing the project. We would especially like to thank the European External Action Service for all their invaluable assistance with the field visits. Particularly, we would like to thank Head of Civilian Planning and Conduct Capability Hansjörg Haber, Head of Crisis Management and Planning Department Walter Stevens and Rule of Law Adviser Marta Costantino. We would also like to thank the Swedish Ministry for Foreign Affairs, particularly Ann Marie Bolin Pennegård, Erik Widman, Vanda Czifra, Anders Skiöldebrand, Karin LissOla and Louise Morsing.

For the field studies performed in Georgia, Palestine and Kosovo we would like to thank all who we interviewed and who shared their valuable experience with us. For making our visits to EUMM Georgia possible we would particularly like to thank the Acting Head of Mission Gerard Fischer, Gender Adviser Anne-Birgitte Hansen and Executive Assistant to the Deputy Head of Mission Luca Dussart Illies. For all the help with arranging our visit to EUPOL COPPS Palestinian Territories, we are grateful for the support from Head of Mission Kenneth Deane, Police Gender Adviser Tilly Stroosnijder and Human Rights Expert Jeff Hoppenbrouwers. Last, but not least, for the assistance with our visit to EULEX Kosovo, we would like to thank Head of Mission Bernd Borchardt, Gender Adviser Violeta Rexha and Special Assistant to Deputy Head of Mission Victoria Bullock.

EXECUTIVE SUMMARY

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

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

RECOMMENDATIONS: DEFINE MANDATE OBJECTIVES AND DEVELOP GUIDELINES

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

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

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

3 This relates to efforts to ensure both the participation of men and women from the host society and the participation of male and female personnel in the mission ('gender balancing').

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

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

RECOMMENDATION: DEVELOP CLEARER GUIDELINES FOR INTERACTING WITH NATIONAL ACTORS

The assessment finds that there is a need for a more institutionalized approach to local women's participation. This could be accomplished by developing clearer *guidelines* for interactions with national actors and by increasing the support from the mission's leadership. The UN resolutions on Women, Peace and Security and EU Gender Policy specify that a CSDP mission needs to interact with both men and women. All three missions struggled in this area. Most notably, the assessment stressed the need to be more explicit in terms of developing practices about how to work with different types of actors, such as counterparts in the host government and interlocutors in the population. In the absence of careful consideration, the main counterparts and interlocutors tend to be men but there are ways in which more women could be involved.

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

RECOMMENDATIONS: CREATE STRONGER ORGANIZATIONAL AND PROFESSIONAL CAPACITY

The assessment found that there is a need to continue to create stronger *organizational capacity*. This is important in order to both succeed with strategic mainstreaming and make the best use of gender specific measures for the benefit of the mission. In parallel, there is a need to develop the *professional capacity* of personnel, primarily through training. Concerning organizational capacity, the field assessments began by reviewing the role of the *support functions* – the Gender Adviser, Gender Focal Points and Gender Specialists/Experts. The findings underline the need to strengthen these functions. As part of this work, there are interesting international developments on which to build. For example, the NATO's Bi-SC Directive 40-1 (see NATO 2012) includes an annex that clarifies the roles of the Gender (Field) Adviser and the Gender Focal

Points. Lessons from the assessment also show the need to separate the Gender Adviser, located at Headquarters as strategic support, from the Gender Expert/Specialist, working with direct implementation at a lower level in the mission. In addition to the support functions, the field assessments stress the need to develop the procedures on how to collect gender-disaggregated data (e.g., by clarifying templates for data collection); increasing the capacity to carry out a gender-aware analysis among key personnel; including gender aspects in planning throughout all phases of a CSDP mission; and strengthening the design of templates on how to ensure gender mainstreaming in reporting. In the work to follow up on increased capacity, it was suggested that, for example, special reports on gender aspects could be used to establish effective benchmarking. Last but not least the assessments outline the need to ensure funding for the Gender Adviser and gender specific measures. In order to succeed in creating organizational capacity, there is a need to develop the professional capacity. Here, it is absolutely critical to provide the mission leadership with specialized training and to include gender modules in the induction training. To support this, there is now the “Standard module on the implementation of UNSCRs 1325 and 1820 in the CSDP missions”. Further in-mission training could include function-specific modules for key personnel groups.

RECOMMENDATIONS: ENFORCE EQUAL OPPORTUNITIES AND PROFESSIONAL CONDUCT

The assessment stresses the need to continue to support *equal opportunities* for both male and female personnel. This is related to *recruitment* of male and female personnel, where all three missions have initiated efforts to improve the gender balance. Potentially, this work could be strengthened by setting targets for the gender balance and then determining when and how progress should be reported back to EU Headquarters. That said, all assessments underline the need to, in parallel, maintain a continual discussion at the EU Headquarters about the nominations by Member States. The gender balance of the missions is highly dependent on these nominations. Finally, the work to enforce *professional conduct* needs to be continuously followed up and strengthened.

Concerning equal opportunities, the assessment found that it is valuable to support the missions' internal work of analyzing the gender balance and gender distribution of labor in order to remove potential risks of structural discrimination. This analysis can involve oversight of the wording of the ‘Call for contributions’, review of existing recruitment procedures and an overview of criteria for employment. Last, but not least, the analysis needs to consider the career paths to senior management positions in order to ensure equal career opportunities for male and female personnel. Regarding professional conduct,

all missions had Standards of Behavior and two of them had recently updated them (during revisions of the OPLAN). This included both making the standards better at including gender specific aspects and strengthening the implementation procedures in relation to breaches against both equal opportunities and professional conduct in the field. The EUMM Georgia had even included a new component of the procedure; mediation and informal resolution, in order to address a wider range of breaches. An evaluation that follows up on the effectiveness of the implementation might constitute support for developing such procedures further.

1 INTRODUCTION

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

How can we strengthen the work with UN Security Council resolutions on Women, Peace and Security in the European Union's field missions? More specifically, how can we act more strategically to reinforce gender mainstreaming,⁴ make use of gender specific measures,⁵ and increase women's participation⁶ in civilian CSDP missions? Assessing in-depth the current work of two long running missions – the European Union Monitoring Mission (EUMM) in Georgia and the European Union Police Mission for the Palestinian Territories (EUPOL COPPS) – and making observations from the European Union Rule of Law Mission in Kosovo (EULEX Kosovo), this report seeks to contribute to enforcement of EU Gender Policy which is based on the UN Security Council resolutions. Thus, the purpose of the assessment is to collect knowledge and lessons learned to deepen our understanding of the practical realities in the field. Thereafter, the report presents recommendations on how to advance and strengthen ongoing efforts. In addition to contributing to implementation, the report can also be used in order to support policy development and training of key personnel⁷, such as the Head of Mission, the Political Adviser or the Gender Adviser.

In order to fulfill its purpose, the focus of the assessment is on the conduct of the mission, that is, on the operational documents guiding implementation, the working methods, and the experiences and perceptions of personnel. The assessment builds on the results from a review of EU Gender Policy conducted

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

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

6 This relates to efforts to ensure both the participation of men and women from the host society and the participation of male and female personnel in the mission (i.e. 'gender balancing').

7 This report makes consistent use of the term 'Personnel' as there exist varying uses of the terms staff and personnel. Hence, the use of the term personnel should not be considered as indicating the level in the organization at which a person is working but just that they are members of the mission.

in 2012 (see Olsson and Sundström et al. 2012)⁸ and makes use of the same assessment framework to analyze the field assessments. This assessment framework observes the external working areas – that is, the implementation of the mandate and the interaction with national actors, such as government counterparts and women’s organizations in the area of responsibility. To be able to do this, the mission needs to create organizational and professional capacity; the internal working areas of the mission structure observed in the assessment framework. Creating organizational capacity includes an analysis of the use of the Gender Adviser and other support functions. In this internal work, it is also important to create equal opportunities and enforce professional conduct to ensure an effective mission where all personnel – women and men – can contribute.

The main findings from the assessment show that in all working areas, there are efforts on which a more strategic and institutionalized EU approach can be built. The need for such an approach is central as, at present, the efforts are quite often based on individual undertakings or dependent on the efforts of a Gender Adviser. The main responsibility for continued progress has to be firmly placed on the EU Headquarters and mission leadership which ensures inclusion in the main work of the mission. Therefore, substantial efforts are still needed if the EU is to realize its adopted policy commitments for CSDP missions when it comes to gender, peace and security.

FOCUS AND LIMITATIONS

The assessment reviews the work of the selected missions that was ongoing in 2013. The focus is on making observations on the chain of implementation from the interpretation of the mandate down to the day-to-day work at the field level. Translating policy into action constitutes one of the most challenging parts of realizing EU Gender Policy but is also an area where much work is currently being carried out. Hence, while recognizing the importance of the broader context of the EU’s Comprehensive Approach within which CSDP missions operate, the report limits itself to learning from the missions’ work with translating their mandate into practice.

8 The Policy Review focused on the texts that the EU identified as being ‘key documents’: “Comprehensive approach to EU implementation of UNSCR 1325 and 1820 . . .” (Council of the European Union 2008a); “Implementing UNSCR 1325 as Reinforced by UNSCR 1820 in the Context of ESDP” (Council of the European Union 2005a; revised 2008b); “Checklist” on the same topic (Council of the European Union 2006); “Implementing UNSCRs on Women, Peace and Security in the context of CSDP Missions and Operations” (Council of the European Union 2012); the document outlining EU’s Indicators and the first report on the indicators in 2011 (Council of the European Union 2010b; 2011); “Implementation of UNSCR 1325 and 1820 in the Context of Training for ESDP . . .” (Council of the European Union 2009b); and “Lessons and Best Practices of Mainstreaming Human Rights and Gender into CSDP Military Operations and Civilian Missions” (Council of the European Union 2010a). See Council of the European Union 2012 (pages 4–5) for a description of the role of these documents. The last document included in this review is the “Generic Standards of Behaviour for ESDP” (Council of the European Union 2005b).

DESIGN AND MATERIAL

The assessment makes use of a qualitative design which explores the implementation process in detail. In order to collect relevant in-depth material, field visits were conducted to the EUMM Georgia, the EUPOL COPPS Palestinian Territories, and the EULEX Kosovo.⁹ These missions were selected as they have been in the field for a substantial time period and, therefore, it is possible to identify more generic lessons from them. In order to collect equivalent material from all three missions, the study used a structured interview format based on the focus points in the assessment framework. A list of key personnel was compiled in order to ensure the collection of comparable information from all missions. For example, during the field visits, interviews were conducted with Head of Mission, Head of Operations, Planning, Analysis, Reporting as well as other key personnel, such as the Gender Adviser and the Political Adviser. Moreover, the study sought to trace the decisions from Mission Headquarters down to implementation in the field. For example, interviews were carried out with selected Field Office Chiefs and implementers conducting day-to-day activities. Apart from mission personnel, counterparts from the host country government or representatives from civil society organizations were interviewed in order to obtain an outside perspective of the missions work. In addition to interview material, key material, such as Operation Plans (OPLAN) and Mission Implementation Plans, were reviewed in order to obtain the relevant reference point for interview answers. The assessment has also used open source material, such as the official mandate of the mission, reports and research, to situate the mission and its work in a broader context of international developments in this area.

⁹ Each field visit was approximately 10 days long and involved at least two project members.

2 UNDERSTANDING GENDER POLICY

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

2.1 EXISTING KNOWLEDGE ON GENDER AND PEACE MISSIONS

There are currently seven thematic resolutions on Women, Peace and Security. In addition to resolution 1325 (2000), six additional resolutions have been adopted for which resolution 1325 now constitutes the “umbrella resolution”: resolution 1820 (June 2008), 1888 (September 2009), 1889 (September 2009), 1960 (December 2010), 2106 (June 2013) and 2122 (October 2013).

The UN's work related to gender and international peace and security started with the formulation of the UN Charter in 1945. The final text of the UN Charter came to include references to gender equality after significant negotiations and argumentation in favor of specifically mentioning women's rights. The Charter's Preamble also came to read:

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

With the formation of the Commission on the Status of Women (CSW) in 1946 by the UN's Economic and Social Council (ECOSOC), the international community began to track global developments on gender equality more systematically (see United Nations 1996, 11–15; UN Women n.d.).¹⁰ A key result was the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979. The initial work focused on legal developments to create formal equal rights by removing discriminatory laws.

¹⁰ After the UN Decade for Women, the CSW's mandate was widened to promote issues related to “equality, development and peace”. The mandate was again expanded after the Beijing conference to support gender mainstreaming in the UN system and to review developments in the areas included in the Beijing Platform for Action (see UN Women n.d.).

Even with the elimination of formal legal obstacles, discrimination remained in how laws were applied. Women's situation and women's rights appeared to be connected to broader processes of economic and political development as well as to peace and security. From the UN Decade for Women, declared by the General Assembly for the period 1975-1985, the question of women's situation and gender equality increasingly became connected to development and peace. The final women's conference of the UN Decade for Women, held in Nairobi in 1985, declared that we should consider all issues to be women's issues. This is important, because it highlights that it is not possible to address women's situation separate from that of men's. In short, we are not talking about 'women's issues'; we are talking about the need for a gender perspective. Moreover, we need to assign a higher value to women's contributions to creating peace and recognize that we have overlooked how war affects women's situation and their rights when we are discussing how to create international peace and security. Ergo, we need to mainstream gender into the UN's regular work to ensure that men and women benefit equally from all UN activities. These questions and stand-points were further addressed and formalized in the Beijing Declaration and Plan of Action, adopted in 1995 at the Beijing conference at the ten-year follow up to the UN Decade. The result was ECOSOC's adoption in 1997 of "gender mainstreaming" as the standard approach to address gender inequality (see United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Hafner-Burton and Pollak 2002; Charlesworth 2005; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012). This meant that a gender perspective should be integrated into all work on peace and security.

The UN Decade for Women presented an opportunity to create more of a shared platform for women's organizations from around the world. The result was a strengthened civil society network of women's organizations that could continue to pressure Member States and the UN. Women's organizations had also started to gain access to the UN system from within with support from UNIFEM¹¹ (now part of UN Women). From the late 1990s, the mounting pressure from women's organizations and from states with positive attitudes to the need to mainstream gender, combined with increased media interest began to directly affect the UN's Department of Peacekeeping Operations (DPKO). Prior to this time, UN peace operations had been considered as the last bastion of resistance to gender mainstreaming. By affecting the DPKO, the ideas on gender began to make it into the operational work on peace and security. The DPKO launched a project called Mainstreaming a Gender Perspective in Multidimensional

11 The UN's Development Fund for Women formed as a result of the work during the UN Decade for Women.

Peace Operations, which was financially supported by Member States such as Sweden, Denmark, Norway, and Croatia. This project resulted in the Windhoek Declaration and Namibia Plan of Action. This plan was adopted by the General Assembly and recognized by the Security Council on the initiative of Namibia in October 2000 (for an overview of the entire process, see, for example, United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Olsson 2001; Pilch 2003; Cohn, Kinsella and Gibbings 2004; Binder, Lukas and Schweiger 2008; Fujio 2008; Olsson 2009; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012).

The attitude towards women's participation and gender mainstreaming in the Security Council had also begun to change by 2000. Bangladesh persuaded the other Council members that the Council should issue a Presidential Statement on Women, Peace and Security on International Women's Day in March. Approached by NGOs and UNIFEM, in October 2000, Namibia arranged an Arria Formula meeting for the Security Council, where women's organizations from Guatemala, Somalia, Tanzania, and Sierra Leone presented their concerns to the Council members. The day after the Arria Formula meeting, Namibia, which held the chair of the Security Council, organized the first Open Debate on Women, Peace and Security, during which about forty speakers presented their concerns and requests. Only a few days later, the Security Council, still under Namibian chairmanship, adopted resolution 1325 (see Carey 2001; Hill et al. 2003; Cohn, Kinsella and Gibbings 2004; Fujio 2008; Tryggestad 2009; Dharmapuri 2012).¹²

2.1.1 Themes in Gender Policy

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

¹² The Security Council members, apart from the permanent five (China, France, Russia, the United Kingdom, and the United States), that unanimously adopted resolution 1325 were Argentina, Bangladesh, Canada, Jamaica, Malaysia, Mali, Namibia, the Netherlands, Tunisia, and Ukraine (see Hill et al. 2003).

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution.

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

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

Another central concern of resolution 1325 is the need to improve the protection of women in situations of armed conflict. Many women's organizations had long argued that women's security was not given equal consideration to men's security (see, for example, Carey 2001; Aolain 2006; Chinkin and Charlesworth 2006; Fujio 2008; Bell and O'Rourke 2010¹³). In 2000, protection was also related to improving the understanding of the broader effects of armed conflict on women. For example, the resolution states that:

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

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

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

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

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

In accordance with gender mainstreaming, all of the assignments in a mission mandate need to be analyzed and executed in a manner that ensures that the effects do not discriminate and that implementation benefits both men and women (Carey 2001; Hafner-Burton and Pollak 2002; Chinkin and Charlesworth 2006). As we could see from the historical development, the concept of gender mainstreaming originated in the discussion during the UN Decade for Women, 1975–1985, and became more pronounced at the Beijing Conference in 1995. The definition of this policy, still in use, is the one adopted by the ECOSOC in 1997 (see Barrow 2009):

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

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

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

The area in resolution 1325 on protection could successfully be addressed through the use of gender mainstreaming. For example, if the mandate is to improve security for the population in an area, then the first question when

enforcing gender mainstreaming is to ask what the security situation is like for men and for women respectively. Thereafter, the work to improve security must be executed to ensure their equal protection. It is important to conduct such analysis because research indicates that traditional security measures undertaken by the police and military components do not make women as secure as men (Caprioli 2004). In fact, we can measure the distribution of protection to get an understanding of the level of security equality for men and women. Actually, mandate implementation without gender integration risks negatively affecting security equality (Olsson 2009).

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

2.1.2 Translating Gender Policy into Action

The Security Council adopted resolution 1889 in 2009 in order to underline the equal importance of all areas of resolution 1325 (participation, protection, and gender mainstreaming) in the entire peace process (from prevention to peacebuilding). Central to resolution 1889 is that it underlined the need to enforce policy through organizational change. This can be done through training (Puechguirbal 2003; Whittington 2003; Lyytikainen 2007; Hudson 2009; Nduka-Agwu 2009; Schoeman 2010) and the establishment of a Gender Adviser function (Puechguirbal 2003; Whittington 2003; Lamptey 2007; Nduka-Agwu 2009; Olsson 2009; Tryggstad 2009). The EU has followed the UN's policy of establishing Gender Adviser functions and today has such functions in all its missions (Council of the European Union 2010a).¹⁴ In the words of the European External Action Service:

The EU's approach is operational towards implementation within the Common Security and Defence Policy (CSDP), and has designated gender advisors or focal points in all CSDP missions.¹⁵

¹⁴ See Eulriet 2009 for a discussion on the developments in the military components of CSDP missions.

¹⁵ See http://eeas.europa.eu/top_stories/080910_en.htm

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

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

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

Other central lessons learned on how to create the necessary organizational change concern analysis of mandate objectives, the monitoring of the process, and an overview of funding criteria. The last aspect is central because ‘gender aspects’ often tend to be given a low status. As such, they are not granted sufficient resources (Olsson 2001; Puechguirbal 2003; Whittington 2003; Lamptey 2007; Fujio 2008; Hudson 2009; Nduka-Agwu 2009; Schoeman 2010; Dharmapuri 2011; O’Connell 2011; St-Pierre 2011). The collection of gender-disaggregated data is key to analysis because it affects the ability to correctly integrate gender in planning, execution, and reporting (Hafner-Burton and Pollak 2002; Puechguirbal 2003; Dharmapuri 2011). Although ECOSOC suggested the use of gender-disaggregated statistics and indicators to monitor the progress of gender mainstreaming as early as 1997 (Charlesworth 2005, 5), it was not until resolution 1889 (2009) was adopted that the indicators were developed. It has been argued that enforcement through follow up and monitoring of progress was made more difficult by the rather vague language in resolution 1325 (Fujio 2008, 222–224; see also Tryggestad 2009)¹⁶. The decision in 2009 to develop indicators was followed by a long consultation and working process led by the Office of the Special Adviser on Gender Issues and Advancement of Women and resulted in the suggestion of twenty-five UN indicators in October 2010. The EU followed the process by developing fifteen indicators, which the Political and Security Committee endorsed in 2010. The first report came in May 2011 (Council of the European Union 2010b; 2011b) and the second in March 2014. In 2014, it was also decided that the EU indicators were to be revised in order to even better follow up on developments.

As has been demonstrated, current research attests to the relevance of gender policy for peace missions. However, when data is presented as a mass of information it can be difficult to get a clear understanding of what mainstreaming gender into policy actually means. The next chapter introduces the assessment framework which will allow for a better understanding of the EU’s ongoing work with translating gender mainstreaming into practice, in CSDP missions.

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

3 THE ASSESSMENT FRAMEWORK

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

Realizing EU Gender Policy in a mission involves a broad range of issues. In order to get an overview of all the ongoing work and lessons learned, the assessment framework divides the work into four working areas: *external integration*, *external participation*, *internal integration* and *internal participation*. Under each area, a number of points are identified in order to further apply the framework (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 assessing the ongoing work in these four working areas, it becomes possible to obtain a deeper understanding of the practical realities in the field when EU Gender Policy is translated into action. The use of the

assessment framework also 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.

3.1 EXTERNAL WORK: THE MISSION AREA

The external working areas look closer at how the situation in the mission area is addressed in order to fulfill the mandate. Existing knowledge suggests that the integration of a gender perspective (i.e. how to most efficiently gender mainstream and conduct gender specific measures) has to be based on the mandate of the mission in order to be effective and goal-oriented. Here, the interactions with actors in the mission area are central, particularly counterparts among the national state actors as well as local women's organizations.

3.1.1 Mandate Implementation

The first working area (A1 in Figure 1) concerns *external integration*. This looks closer at the mandate interpretation and execution. More specifically, 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 local gender equality efforts or improve women's situation specifically) included in the mandate text and the writings of the operational documents?¹⁷ The next step is then to look closer at the gender mainstreaming and gender specific measures undertaken in the day-to-day execution of the mandate. What can we learn from the use of different working methods and the experiences of personnel working on the daily execution of tasks and operations?

3.1.2 Cooperation with National Actors

External participation (A2 in Figure 1), the second external working area, focuses on cooperation with national actors. That is, how to ensure that both local men and local women can participate in and contribute to processes related to the implementation of the mandate. Similar to when looking at mandate implementation, there is a need to start by reviewing the operational documents. Do the documents provide guidance on how to conduct interaction with women in the

¹⁷ As a point of background information, it is important to know that when the EU has adopted a mandate, this is translated into a series of operational documents. The Concept of Operations outlines the main components of how the mandate should be understood. In the next step, this concept is broken down into more concrete measures outlined in an OPLAN. The OPLAN is then further specified in the Mission Implementation Plan (or a Mission Monitoring Plan), which gives an overview of the day-to-day tasks of the mission. The CSDP mission then also conducts a number of specific operations, programs, projects and tasks in line with the guiding documents. Depending on where a person is placed in the mission, different documents direct their work. As identified in EU Gender Policy, these documents guides and controls a mission's main mandate implementation, which makes it important that they describe how gender mainstreaming should be carried out or how individual personnel should realize gender specific tasks. The EU Gender Policy itself can also be used to further gender-aware implementation.

host population? 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? Moreover, which actors are identified as important? Apart from the operational documents, it is important to learn from ongoing efforts in the field. How, when and to what purpose are interactions with external actors conducted? Here, it is important to note that the work of the mission concerning external participation takes place at several levels of the mission – from the highest leadership's meetings with representatives of (state) actors down to the daily interactions of personnel with government institutions, the population and civil society organizations. Regarding the latter, women's organizations are identified as a particularly central actor according to EU Gender Policy. As the work with external participation can be considered to particularly involve three groups; interlocutors in the population, state actors and women's organizations, this part of the report will discuss examples of the missions' interactions and cooperation with them more specifically.

3.2 INTERNAL WORK: ORGANIZATION AND PERSONNEL

The *internal working areas* focus on how a mission organizes its work to enable gender integration and the participation of both male and female personnel. 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. Apart from being a rights issue, establishing an equal opportunity workplace also affects personnel performance. That is, an equal opportunity workplace makes it possible for all personnel to work effectively. But before the assessment turns to these aspects, this section of the field assessments begins by outlining and discussing the use of the institutional support created to assist the Head of Mission: Gender Adviser, Gender Focal Points and Gender Specialists/ Experts.

3.2.1 Creating Organizational and Professional Capacity

Internal integration (A3 in Figure 1) addresses the work structure of a mission. This includes how a mission can create both organizational and personnel capacity. A first step is to be able to collect gender-disaggregated data and information and to conduct a gender-aware analysis of the data. In addition to such analysis, is the planning gender-aware? If so, how is this achieved? Analysis and planning 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? This is central as it speaks to the professional capacity.

3.2.2 Enforcing Equal Opportunities and Professional Conduct

The working area of *internal participation* (A4 in Figure 1) concerns participation of mission personnel. This area addresses the questions of how a mission can recruit both women and men, as well as ensure that both male and female personnel can perform their assignments. More specifically, what are the employment rates of men and women (i.e. the gender balance) and where do they work in the mission? Once personnel has 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? 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?



4 MAIN FINDINGS FROM THE FIELD

The following section outlines the main findings from the two in-depth assessments of the EUMM Georgia and the EUPOL COPPS Palestinian Territories and central observations from the EULEX Kosovo. As the subtitles in this section show, there are many interesting and different lessons to be learned from the various missions regarding the four working areas.

4.1 THE EUMM GEORGIA¹⁸

By Martin Åhlin

What does it mean to work with gender mainstreaming, gender specific measures and women's participation in a civilian monitoring mission? The EUMM Georgia was established on 15 September 2008. The activities of the mission started onsite in Georgia on 1 October 2008, with the task of monitoring the implementation of the ceasefire agreement known as the 'Six-Point Agreement', signed on 12 August by the warring parties – the Georgian state and the Russian Federation (henceforth Russia) – and also the Agreement on Implementing Measures. The work of overseeing compliance with the agreements has been interpreted in the mandate as to support 'stabilization', 'normalization', and 'confidence building'. In addition, the mission reports to the EU Headquarters in order to inform European policymaking and, thus, contribute to future EU engagement in the region. As such, the EUMM Georgia does not have an executive mandate but is intended to oversee and support ongoing local developments. The Georgian Ministries of Defence and Internal Affairs also signed memorandums of understanding with EUMM concerning increasing transparency and limiting the use of Georgian police and military forces in the areas adjacent to the administrative boundary lines¹⁹, a component reflected in the monitoring tasks of the mission (EUMM, 2013a). EUMM Georgia's mandate has been extended six times with no changes in the mandated tasks. The mission's mandate is set to expire on 14 December 2014 (Official Journal of the European Union 2013).

18 References and list of interviews for this section are published in the full field assessment of EUMM Georgia (Åhlin and Olsson, 2014).

19 Separating Georgian government-controlled territory from Abkhazia and South Ossetia.

4.1.1 External Integration: Objectives, Guidelines and Working Methods

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

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

4.1.2 External Participation: Civil Society and Interlocutors

In accordance with the assessment framework, this section will discuss if the operational documents provide guidance on how to conduct the mission's external participation and what forms of interaction should be undertaken. In addition, the framework identifies the need to learn from the ongoing efforts of personnel to execute the mandate. How, when and to what purpose were interactions with external actors conducted?

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

Regarding women's organizations, only mentioned once in the Mission Monitoring Plan, interviewees described such contacts being made by different personnel categories. However, the Gender Adviser and one form of monitoring team, the Human Security Team, had more regular contacts. For example, as women's rights to land were on the Georgian political agenda concerning IDPs, the Gender Adviser could get important information about this from women's organizations. In addition, interviewees identified that the writings in the Mission Monitoring Plan about 'NGO's' or 'Civil Society Organizations' also included women's organizations. However, it was unclear if these were organizations working for women's rights specifically or if this concerned women-dominated organizations working with peacebuilding (as organizations working on peacebuilding tend to be dominated by women in Georgia). There were examples of how, on different occasions, the mission had both collaborated with and invited women's organizations to meetings and special events, for example, around International Women's Day. Representatives of a women's

organization also expressed that the EUMM Georgia had collaborated with them in a fruitful manner during the work with the National Action Plan. Such contacts could be even more systematized and formalized in relation to the Mission Monitoring Plan.

4.1.3 Internal Integration: Gender-Disaggregated Data and Special Operations

According to the assessment framework, internal integration addresses how a mission can work to gender mainstream its daily efforts and to successfully undertake gender specific measures. This work is often supported by a Gender Adviser or a Gender Focal Point and involves collection of gender-disaggregated data and gender-aware analysis, planning, reporting, benchmarking and training. What then, have we learned from the efforts by the EUMM Georgia? The assessment shows that the responsibility to perform gender mainstreaming in the mission appears primarily to be enforced by the Gender Adviser and the Gender Focal Points. This is contrary to good practice which shows that these expert functions are best utilized in an advisory capacity to support general gender mainstreaming of the day-to-day tasks by all mission personnel. Consequently, there is a need to strengthen and systematize the responsibilities and working assignments of the Gender Adviser and Gender Focal Points further. This is particularly true regarding the Gender Focal Point function.

Regarding the organizations capacity, the ability to both collect gender-disaggregated information and conduct gender-aware analysis for reporting was identified as key. For monitors, they appeared primarily to collect such gender-disaggregated information when specifically tasked to do so. This means that the practice was not mainstreamed into regular tasks. To rectify this, added emphasis on the necessity of including collection of gender specific information in everyday tasks would be needed via the Chain of Command. This underlines the central importance of gender-aware leadership. To ensure more gender-aware reporting, 'gender proofing' of reports was suggested as a worthwhile approach.

The inclusion of 'gender' in induction training appeared to be beneficial but in order to work in a more gender-aware manner, many interviewees asked for regular training on how to concretely use gender-aware working methods, particularly in monitoring. This could be done during maintenance days, for example. Operation Devin, which measured the progress on gender mainstreaming within the mission, could be used to strengthen such training by identifying relevant areas in need of higher capacity by personnel. Such special operations could also be used in order to establish and follow up on benchmarking.

4.1.4 Internal Participation: Nominations and Distributions of Labor

In this section, we will examine the final area of the assessment framework, that of internal participation. This includes looking at the employment of men and women as well as at what level and in what function women and men work in the mission.

The overview of existing employment patterns showed that the gender balance in the EUMM Georgia was imbalanced in all categories of personnel, males making up the majority of personnel. Only in the category of National personnel did the imbalance look different, with females in majority. Among the International personnel, the contracted personnel category was even more imbalanced than that of the seconded personnel. Several interviewees expressed the view that this imbalance hampered the effective execution of monitoring tasks and made planning for patrols harder, the reason being that a majority of the interviewees felt that mixed teams produced the best results. The imbalance among the nominated personnel was deemed as being a central cause of the imbalance among personnel recruited to the mission. This was considered a problem as the mission expressed that it had little influence over the nominations by Member States. The role of the Member States in contributing to a positive change was therefore seen as vital.

In the mission, there was also a gendered distribution of labor, where some interviewees described that certain positions were more likely to be held by men than by women and vice versa. Leadership positions were primarily held by men. However, there had recently been a positive development where two senior positions were now held by women. It was expressed that both structural and informal procedures could affect women's career paths in a mission, for example that men might be more informally encouraged and/or informed about opportunities than women. Hence, it is considered beneficial for the mission to continue its work to ensure an unbiased recruitment process, including for internal positions.

Internal participation is also directly related to the rules that regulate behavior of personnel toward each other and toward the host population. The focus here was to see if there are Standards of Behavior and complaints procedures in place. The EUMM Georgia has Standards of Behavior and established complaints procedures in place. There were also new procedures being developed – mediation and informal resolution – in order to try to come to grips with behavior that personnel might feel serious enough to affect the workplace, but

not serious enough to warrant a formal complaint via the Chain of Command. However, there still appeared to be a lack of knowledge of the procedures among personnel although they were aware that they could find information in the OPLAN.

4.2 THE EUPOL COPPS PALESTINIAN TERRITORIES²⁰

By Marielle Sundin

What does it mean to work with gender mainstreaming, gender specific measures and women's participation in a civilian CSDP mission focusing on advising and mentoring the police and criminal justice sector? In November 2005, the European Council decided to establish the EUPOL COPPS. When established, the main focus of the mission's work was to support the Palestinian Civil Police with regards 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 mission's mandate to include support to the Palestinian criminal justice sector. Hence, the mission seeks to assist the Palestinian Authority in building up and developing the police and the criminal justice institutions by providing technical advising and mentoring (Council of the European Union, 2008).²¹

4.2.1 External Integration: Instructions and Implementation

In accordance with the assessment framework, the section on external integration focuses on how gender aspects are included in the operational documents such as the mandate, the Concept of Operations (CONOPS), the 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 aspects in the main texts. For example, these operational documents do consider that human rights and gender are crosscutting elements in the mandate and activities. Some 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

²⁰ References and list of interviews for this section are published in the full field assessment of EUPOL COPPS Palestinian Territories (Sundin and Olsson, 2014).

²¹ The mission's mandate was amended in July 2014 after the completion of this assessment. This amendment 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).

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 upon which further specification about objectives could be based. Noteworthy, the Mission Implementation Framework 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 for the EUPOL COPPS. This demonstrates that there is a continued need for concretization of objectives and clear communication about what gender-aware working methods entail. Preferably, this should be initiated 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 Headquarters in Brussels, but also that EU Headquarters should place higher demands by requesting the Head of Mission to follow up and report on the work carried out regularly.

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 the Family Protection Unit and Women Empowerment. 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 national counterparts and aimed to be gender-aware when producing material and offering training. Preferably, the practical guidelines to be developed on gender-aware 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' might mean for the different positions and teams in such a diverse mission as the EUPOL COPPS.

4.2.2 External Participation: Interaction with National Counterparts

Following the outline of the assessment framework, this section on external participation looks into whether the operational documents provide guidance on how to interact with external actors such as government actors and women's organizations.

The primary purpose is to support the Palestinian Authority's counterparts from the police and criminal justice sectors. This means that external participation is central to the implementation of the mission mandate and, hence, central to the operational documents. Unfortunately, these documents are not explicit about the gender dynamics although the manner in which participation is conducted has gender specific effects. For example, the mission works with representatives at the higher levels from the Palestinian counterparts. This selection criterion also brings with it that the majority of the mission's counterparts will be male.

Lack of guidance does not mean that mission personnel didn't give practical consideration on how to include women in day-to-day work. For example, clear efforts were made by the Palestinian Authority to address women's participation. These efforts were supported by EUPOL COPPS. Since the mission works at several levels, 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 was not done in an institutionalized manner and was most often conducted in relation to undertaking gender specific measures. Several of the interviewees also stated 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 in including both men and women, for example by supporting their counterparts to recruit, nominate, promote and involve female personnel. The importance of having strong support and receiving encouragement from the senior management in the mission in order to feel confident to continue to promote gender mainstreaming was particularly highlighted here. Again, this underlines the importance of the senior management.

Regarding the mission personnel's interaction with women's organizations, this was not formalized but was said to take place 'occasionally'. The mission had mainly supported their counterparts' cooperation and exchange with civil society and women's organizations in order to, for example, get feedback on 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 practice could also be adopted by the mission itself. By turning to 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 work for women's rights, but also a way to give the mission a broader and a more comprehensive understanding of the situation in the mission area.

4.2.3 Internal Integration: Gender Adviser or Gender Expert?

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, internal integration looks at the funds available for this work and provides the personnel with education and training in order to strengthen the internal capacity. Support for such work is crucial. Initially, therefore, the assessment looked closely at the role of the Gender Adviser.

The EUPOL COPPS has not included a designated Gender Adviser position in its mission structure. Instead, it had appointed a so called Police Gender Adviser (i.e. a form of Gender Expert/Specialist) and a Human Rights Expert with gender in its portfolio. They have been working in the two main operational pillars of the mission. While the mission personnel felt that the work of these two experts should have been better communicated internally, they were simultaneously seen as mainly responsible for 'gender activities'. 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, an official Gender Expert position was added to the Rule of Law Section together with the Human Rights Experts. This position will become operational during 2014. At the same time, the gender portfolio of the Police Adviser was removed. A suggestion to give the new 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 development of an internal gender policy. In relation to supporting gender mainstreaming on a daily basis, practice shows that Gender Advisers are best used in advisory roles to the highest leadership. By keeping this position mainly operational in relation to the counterparts, the mission does not aim to address the need for, and expectations of, the internal support which was expressed by the personnel. This discussion also underlines the need to clearly separate the Gender Adviser function (supporting the leadership to enforce a gender perspective throughout the mission) from the Gender Experts/Specialists (working externally with tasks on the operational/tactical level). Both perform key tasks but the two 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 taskforce involving personnel from several sections. With no formal Gender Adviser supporting the internal work, these efforts could be a way to strengthen the capacity by increasing the necessary exchange of information and best practices within the mission.

The mission did not seem to systematically collect gender-disaggregated information, perform gender analyses, and/or integrate gender aspects during planning. 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, all activities in the mission would have been gender mainstreamed (which was not the case). But this is a daunting task for two people, who in addition were very busy supporting the local counterparts. In order to create realistic workloads for these two 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, rather than to leave it up to individual experience and interest, clearly communicated guidelines on data-collection, analysis, planning, reporting and benchmarking will be required. To implement these guidelines effectively, EU Gender Policy states that a Gender Adviser/Expert should be included from the beginning of the planning processes as a way to strengthen the internal capacity. It was also suggested that there is 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 personnel it would also be necessary to provide training, for example to reintroduce the gender component during the induction training. This was later realized during fall 2013. Personnel also highlighted the need for more internal workshops, open discussions and information sharing. Such efforts could help the personnel to gender mainstream their work. It could also eliminate the misperception that 'gender activities' cannot be planned or carried out by someone else than a Gender Adviser/Expert. Moreover, up to date there has not been any specific funding to support gender mainstreaming and there have been very limited funds for gender specific activities. Only the Programme Section²² has been able to offer support, where possible, by the drafting of small projects.

4.2.4 Internal Participation: Tools to Ensure Gender Balanced Recruitment

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 personnel, 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 a woman, senior management positions were primarily held by men. Concerning the distribution of labor, certain positions were 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 the least divergence in the balance was the category of National personnel, where approximately 40 percent were women. The mission worked proactively with recruitment. For example, they revised job descriptions 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 question of recruiting more women was considered linked to the mission being a non-family duty station as 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 roles and responsibilities of Member States were therefore considered central.

²² Later renamed "Planning and Evaluation Department" after a revision of the organizational structure.

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.

4.3 OBSERVATIONS FROM THE EULEX KOSOVO²³

By Anna Lidström

What does it mean to work with gender mainstreaming, gender specific measures and women's participation in an executive civilian CSDP rule of law mission? This section makes central observations about the work of the EULEX Kosovo, which was the first of its kind with a robust rule of law mandate when it was launched in 2008. The mission operates under the framework of the UN Security Council resolution 1244 (1999) and the EU's Joint Action (taken in February 2008) and two Council Decisions (from June 2010 and June 2012) constitute the legal basis for the mission's mandate.²⁴ The mission has executive powers and works with monitoring, mentoring and advising across the fields of civil and criminal justice, police and customs. The mission has its headquarters in Pristina, from which almost all personnel operate, apart from those deployed at the Regional Office in Mitrovica. The implementation of the EULEX Kosovo mandate has been complicated by the continued tensions in the north of Kosovo. To resolve this, the EU has worked on the political level to support the peace process between Serbia and Kosovo.²⁵ With the signing of the so called First Agreement between the two parties on 19 April 2013, Serbia commits to the gradual dismantling of the Serbian parallel structures which have existed in the north of Kosovo. Since 2008, the mission has also gradually worked to hand over some of its executive powers to the Kosovo authorities. In line with this transition, the mission has been continuously downsized and restructured. At the time of writing, the mandate of the EULEX Kosovo runs until June 2014.²⁶

²³ Further information about references and material can be provided upon request.

²⁴ For a short overview of the mission, see <http://www.eulex-kosovo.eu/en/info/whatisEulex.php>.

²⁵ The Serbia-Belgrade Dialogue has been facilitated by EU and other international actors to normalize the relation between Serbia and Kosovo.

²⁶ The mandate was extended after the completion of this assessment and is now set for two more years, until June 2016.

4.3.1 External Integration: Rule of Law and Gender-Aware Implementation

According to the assessment framework, it is important to study the interpretations of both the main mandate assignments and the operational documents. The next step will be to look closer at the gender mainstreaming and gender specific measures undertaken in the day-to-day execution of the mission's work.

The assessment of the EULEX Kosovo shows that the main mandate assignments, such as rule of law, effective law enforcement and human rights, are all identified in EU Gender Policy as having direct gender specific effects. That said, the review of the operational documents show that gender aspects are not systematically integrated in the texts. For example, the review of the current CONOPS shows that it does not provide a gendered context analysis or a description of the specific situations for men and women in Kosovo.

Regarding the OPLAN, which translate the CONOPS into a more detailed plan for implementation, there are interesting variations over time. The first OPLAN from 2008 did mention gender aspects in the original text. With the revisions of the OPLAN in 2009, an annex on gender was added and the specification about gender aspects in the main text became even more explicit (mentioning 'gender' 65 times). This format lasted until the revisions in 2012 when the gender annex was removed (and 'gender' is then only referred to 11 times in the text).²⁷ In the EULEX Kosovo's Mission Implementation Plans, references to gender aspects exist. For example, the plans state that respect for human rights and gender issues lies at the heart of the mission's ambitions to support robust and sustainable rule of law in Kosovo. Moreover, the mission's rule of law section should promote gender representation within Kosovo police. According to the Missions Implementation Plans, the executive part of the mission's work should also consider gender aspects as its executive mandate should be in line with international standards concerning human rights and gender mainstreaming. The ambition was to implement a gender mainstreaming policy and ensure training or briefing of staff on this policy. The ambition was that 75 percent of personnel should understand the policy by June 2014. This was later revised and the new goal was to have 'gender' presented in all induction trainings as well as optional sessions for staff already in-mission. A specific training on gender, not as part of the induction but stand-alone, was also planned (Interviews Kosovo 2014).

27 That said, it is important to note that that OPLAN is much shorter than the previous.

Since the Mission Implementation Plans specify that the EULEX Kosovo should work in a gender-aware manner, it becomes interesting to see if this is translated into the day-to-day execution of the mission's work. Several interviewees stated that there was very little systematic and institutionalized work carried out in this manner. However, when looking closer, some personnel were adapting their work to the differences in situation for women and men. For example, there were examples of active promotion of women to senior management within the Kosovo police. Other initiatives had been taken by the judiciary, where specific outreach activities to women have resulted in cases of war rape being brought forward. In order to bring them to trial, however, there is still a need for additional support. Interestingly, this kind of work was rarely considered as gender-aware, but rather "something you just do as part of carrying out your assignments in a professional way". Thus, actual work with gender mainstreaming was rarely specifically reported on. It was rather considered to be an approach that was part of your professional training to become police, prosecutor or judge. Or, to use the words of an interviewee: "It is something you either have or have not when you arrive at the mission." If this is the case it would mean that the mission is depending heavily on the training and practices people have from their home countries (Interviews Kosovo, 2013).

In conclusion, most personnel interviewed at the EULEX Kosovo had an understanding of the differences between men and women in the society in which they operated. Some also had detailed insights as to how these gender specific situations and differences were manifested within the personnel's specific field of expertise. That said, the personnel did not always know how to use this knowledge in relation to the execution of their daily tasks.

4.3.2 External Participation: Structured Interactions?

External participation focuses on how to ensure that both men and women from the mission area can participate in, and contribute to, processes related to the implementation of the mandate. Operational documents and day-to-day implementation are, hence, central. The review of the current OPLAN observes that the EULEX Kosovo should ensure dialogue with international actors, the national government as well as civil society organizations. The main work of the mission is, given its mandate, naturally focused on state authorities; in everything from developing Mission Implementation Plans to close dialogue and cooperation on the implementation of day-to-day tasks. Liaising with Kosovo authorities on the gender aspects of the mandate implementation was reportedly primarily done by the Gender Adviser (Interviews Kosovo 2013). In addition, the OPLAN text recognized that civil society has a watch-dog function

towards law institutions. The operational document does not, however, make any specific reference to women's organizations. This does not mean that there is no contact. For example, the Gender Adviser attends meetings with women's organizations. There were also others within the personnel, at different levels, who had contact. However, this was often done more ad-hoc rather than being conducted in a systematic and institutionalized manner. To address this, a previous Head of Mission had promised to have regular meetings with women's organizations. With the new Head of Mission – Ambassador Bernd Borchard appointed in February 2013 – there had been one meeting held with women's organizations at the time of the interview. An additional meeting was planned for at the end of 2013. In addition to more regular meetings, women's organizations expressed the need to see a more explicit follow-up of the issues discussed. Lastly, it was considered beneficial if there could be more developed terms of references for the meetings (Interviews Kosovo 2013). That is, there was a wish for a more systematic and institutionalized approach to interaction with women's organizations.

4.3.3 Internal Integration: Role and Function of the Gender Adviser

According to the assessment framework, we need to look closer at how the work of the mission is organized in order to enable gender mainstreaming and undertake gender specific measures. In the case of the EULEX Kosovo, we will look closer at the use of the institutional support, the Gender Adviser, before turning to the question of education and training of personnel.

Regarding the Gender Adviser function, the EULEX Kosovo presents valuable lessons learned. In 2008, the mission started off with four dedicated gender positions, two International personnel and two National personnel. This Gender Unit was based in the Human Rights and Gender Office (Interviews Kosovo 2013). In 2011, one of the positions held by International personnel and one held by National personnel were turned into Human Rights positions. One of the reasons given was that it had not been possible to find people with suitable qualifications to function as Gender Advisers (Interviews, Kosovo 2013). During the restructuring of the EULEX Kosovo, which took place in 2012, the Gender Adviser function was then moved from the Human Rights and Gender Office to the Deputy Head of Mission's Office. This change was made in order to ensure that the Gender Adviser had direct access to senior management and could play a strategic role in the mission. For example, the Gender Adviser could sit in on board meetings. Moreover, he/she could provide advice on Mission Implementation Plans, reports and other strategic and planning documents (Interviews Kosovo 2013).

With the restructuring of the mission in early 2013, the decision was made to 'nationalize' the Gender Adviser position, i.e. that the position should be held by National personnel rather than International personnel (Interviews Kosovo 2013). This has proven to be highly problematic, since most documents are restricted to National personnel. As one of the interviewees stated: "I would like to be able to discuss reports with the Gender Advisers and receive input, but it is not possible" (Interviews Kosovo 2013). As a consequence, the Gender Adviser has been unable to effectively contribute to gender mainstreaming of strategic documents.

Concerning training and education, the mission's OPLAN stipulates that regular training on gender mainstreaming should be held for personnel. This training has undergone changes over time. The mission used to include a specific gender module but then gender aspects were instead mainstreamed throughout the induction training. Training on the Standards of Behavior was considered particularly successful in this respect.²⁸ However, with the reduction of the induction training, the possibility of including gender aspects in the training has decreased considerably. In the interviews, it seemed that there was a need for not only mainstreaming gender throughout the induction training but also need for a special training on gender which would strengthen the impact of gender mainstreaming and gender specific measures. Some mission members even requested more tailor-made gender training for their function or section which would further enhance the gender-awareness among personnel on all levels (Interviews Kosovo, 2013).

4.3.4 Internal Participation: Gender Balance and Standards of Behavior

Concerning internal participation, the assessment framework identifies the need to look closer at the employment of men and women (i.e. the gender balance) and where they work in the mission. In the assessment of the gender balance, it is important to note that the EULEX Kosovo consists of both International personnel and National personnel. The International personnel can be either seconded by a Member State (where the state has the main responsibility for the employee) or be directly contracted by the mission. Thus, when we consider the gender balance, personnel can be divided into three overarching categories: International seconded personnel, International contracted personnel and National personnel (all National personnel are directly contracted by the mission).

²⁸ That is, gender aspects were specifically brought forth in the discussion about the Standards of Behavior. This is an important approach. However, it is also not uncommon that gender aspects are mixed-up with questions related to Codes of Conduct (see Olsson and Åhlin (2009) overview of training for CSDP missions).

Depending on time and category, the number of personnel and the gender balance varies. For example, in August 2013 the number of International personnel in the EULEX Kosovo amounted to 1120, of which 215 were women (19 percent) and 905 were men (81 percent). If we break down these figures even further, the gender balance of the International contracted personnel was 212 men (67 percent) and 104 (33 percent) were a women. Among the International seconded personnel, 693 (86 percent) were males and 111 (14 percent) were females. In addition to International personnel, the mission employs over 900 National personnel. In August 2013, 632 (67 percent) were males and 316 (33 percent) were female personnel (figures provided by the EU). During interviews, personnel underlined that efforts were being made to ensure a better gender balance within the mission. For example, there were many specific measures undertaken to increase the number of women judges, prosecutors and police. This was done through specific recruitment initiatives designed to encourage more women to apply (Interviews Kosovo 2013). Interestingly, there was a recurring misconception among the interviewees that gender mainstreaming and working with gender specific measures mainly equals gender balancing.

The current OPLAN for the EULEX Kosovo's code of conduct is based on the 'Generic Standards of Behaviour for ESDP Operations'. The EULEX Kosovo Standards of Behavior identifies a number of behaviors that are not allowed for mission personnel. This includes both behavior towards colleagues and the host country population. Unlike UNMIK and KFOR, however, which due to previous scandals have established a number of clear 'no go areas' for their International personnel, the EULEX Kosovo has not taken over this practice. However, the mission has established structures for reporting gender discrimination, sexual exploitation and sexual harassment. Interviews reveal that the Standards of Behavior are well known by mission members. This seems at large be contingent upon the fact that all the interviewees had participated in the induction training. Despite people arriving at the mission at different times, and therefore receiving varying forms of induction training, the same basic understanding seems to have been communicated. That said, a few interviewees indicated that there might be complications involved in bringing up offences, such as harassment, by contracted personnel (both male and female) - particularly for female National personnel against male International personnel. Others brought up the fact that many were reluctant to turn to their superiors. Earlier, many would have turned to the International Gender Adviser for advice but since that function was removed, they did not know whom to turn to with these kinds of concerns (Interviews, Kosovo 2013).

5 CONCLUSIONS AND RECOMMENDATIONS

How can we strengthen the work with UN Security Council resolutions on Women, Peace and Security in the EU's civilian CSDP missions? More specifically, how can we act more strategically to reinforce gender mainstreaming,²⁹ make use of gender specific measures,³⁰ and increase women's participation?³¹ An in-depth assessment of two long running missions – EUMM Georgia and EUPOL COPPS Palestinian Territories – and observations from the EULEX Kosovo deepen our understanding of the practical realities of such work in the field. Thereby, this report seeks to contribute to the enforcement of EU Gender Policy, a policy which has been created in order to turn the UN resolutions into practical work.

Overall, the assessment shows that efforts are being made by individual personnel and by the Gender Adviser. Upon these, it would be beneficial to build a more strategic and institutionalized approach. The success of such an approach depends on the decisions taken at the strategic level. Hence, much more effort needs to be made both at EU Headquarters and by the missions' leadership – the latter identified as a key group of implementers at the field level (see Council of the European Union 2012). A more strategic and institutional approach would be in line with the current International focus on accountability as outlined in the recent UN Security Council resolution 2122 (October 2013). The progress could then be followed up in standardized yearly reports to the European External Action Service and Member States on the implementation of the resolutions on Women, Peace and Security within CSDP missions and operations. The reporting template could build on EU's indicators. The following sections will discuss these generic conclusions drawn from the field assessments and formulate recommendations.

5.1 CONCLUSIONS ON MANDATE IMPLEMENTATION

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

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

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

31 This relates to efforts to ensure both the participation of men and women from the host society and the participation of male and female personnel in the mission (the latter being so called 'gender balancing').

rule of law mission, this could take the form of: “Both men and women benefit from access to the justice system.” The formulation of specific objectives serves to clarify and strengthen the institutionalization of gender mainstreaming. This is important, as the work with ‘gender’ has so far been due primarily to personnel’s conviction rather than being part of regular implementation. The foundation for strategic mainstreaming can be found in EU Gender Policy. This outlines a number of mandate areas – such as rule of law, security sector reform (including police reform) and governance – that have gender specific effects.³² ‘Gender specific effects’ mean that the ways these mandate areas are implemented affect women and men differently. Therefore, to ensure that a mission does no harm but rather effectively works to benefit women and men more equally, the general implementation of a mission needs to use a gender perspective. However, the assessment found that, at present, there was very little of an institutionalized or strategic approach to the implementation of the missions’ mandates to handle such differences. In fact, a gender analysis of the mandate – to create clarity from the outset of a mission as to what the mandate will mean for both men and women – had generally not been conducted. Making gender issues in conflict more visible through the use of gender-disaggregated data in early reports back to EU Headquarters would also render the strategic level better equipped to include gender aspects in the main operational documents. At present, the lack of an analysis results in vagueness, i.e. unclear objectives. Moreover, if national gender developments were explicitly included in the main operational documents, they were often in an annex to the CONOPS or OPLAN and limited to a few tasks in the Mission Implementation Plan. In addition, these formulations often take the form of suggesting gender specific measures rather than enabling gender mainstreaming of the main work of the mission.³³

Thus, there is a need to formulate clear mandate objectives which relate to the UN resolutions on Women, Peace and Security. When objectives have been formulated, they need to be followed up in reporting back to the EU Headquarters.³⁴ Current international developments are demanding increased accountability. For example, UN Security Council resolution 2122, stresses the need for regular

32 The need for a gender-aware approach in these mandate areas is also currently on the broader International agenda. For example, regarding support to missions involved in supporting rule of law and the work on governance, the United Nations Development Fund and UN Women’s project on access to justice for women in the context of conflict and post-conflict is a relevant example (see UNDP and UN Women, 2013).

33 The need to make the EU’s mandate areas even more explicit and operational with regard to gender aspects was also identified as a gap in the existing EU Gender Policy (see Olsson and Sundström 2012). The Gender Mainstreaming Checklist from (see the Council of the European Union, 2006a) of 2006 could constitute a basis for developing a document that provide more concrete guidance about the procedures on how to do this at the EU Headquarter level. In this work, it might also be beneficial to review the Comprehensive Approach on Gender and UN resolutions 1325 and 1820 of 2008 in terms of how the main mandate areas should be understood from a gender perspective (see the Council of the European Union, 2008a).

34 The challenge regarding reporting is to avoid overestimating the size of the work if ‘gender’ is given a special headline in the report templates.

reporting to the Security Council on the progress in the area, including by the Special Representatives of the Secretary General to UN missions (for more on reporting, see the conclusions on organizational capacity).

Increased clarity at the strategic and operational level is important as vagueness propagates down to the implementation (tactical) level. Here, it was unclear to a majority of personnel interviewed what they were expected to achieve. Fortunately, this does not mean that no work was being performed. Quite a number of mission personnel in all three missions assessed have, based on personal competence, partially adapted their work to the gender specific situations of men and women in the host population. Most often, however, they did not consider this as gender mainstreaming, although that is what they, in effect, had been doing. In addition, a number of interviewees portrayed the gender specific measures undertaken in the missions as bordering on what was to be considered relevant for the mission. The reason was that they could not understand the connection between the measure and the mandate objectives.³⁵ To handle this uncertainty, many interviewees asked for a clarification about what the mission's objectives were in relation to gender aspects. In addition, they expressed that there is a need for more developed guidelines and Standard Operating Procedures at their level of implementation and for their specific tasks. That is, there is a need to develop gender-aware working methods that can be easily used by all personnel (depending on their function). For example, monitors in the EUMM Georgia requested simple and basic guidelines on how to conduct gender-aware monitoring.

RECOMMENDATIONS

- 1) Outline more clearly in the mandate and operational documents (such as CONOPS, OPLAN and Mission Implementation Plans) what gender mainstreaming and gender specific measures mean for particular mandate assignments (such as, rule of law and police reform). This should be included in the main text and not only in an annex.
- 2) Specify certain objectives about which the Head of Mission is to report on to EU Headquarters.
- 3) Develop concrete information and guidelines on gender-aware working methods for key groups of mission personnel.

³⁵ This lack of understanding of what working on 'gender' actually means in practice is also a recognized problem in many other missions and operations internationally (see, for example, Olsson and Tejpar 2009; Lackenbauer and Langlais 2013 from the NATO context).

These conclusions and recommendations all point to the importance of *strategic mainstreaming*. In order to succeed, the conclusions drawn from the field assessments underline two points that require further elaboration: a) the practical meaning of gender mainstreaming (which is at the basis of strategic mainstreaming) and b) the relationship between gender mainstreaming and gender specific measures.

Regarding the practical meaning of gender mainstreaming, three steps are implied. The first step is to use the approach to 1) *avoid doing harm*. A mission that does not operate with an explicit and fact-based gender perspective risks discriminating against women. No assignment, operation or task can just be assumed to be ‘gender neutral’. The next step is 2) *explicit and institutionalized efforts by the entire mission to make the situation better for both men and women*. This basic everyday awareness and adaption does not necessarily aim to directly create gender equality. However, it seeks to ensure that mission implementation takes into consideration the fact that men’s and women’s situations and security needs can differ substantially. Adaptation can stretch from assignments such as macro support to building institutional capacity for dealing with all forms of security threats down to more detailed everyday working methods, for example, how to conduct interviews. 3) The mission’s work to improve the situation for both men and women should collectively *aim to contribute to progress toward improved gender equality*. This means that the mission has to have both the competence to understand international and host society gender equality developments and the capacity to support them. It should be noted that whilst the EU’s mainstreaming definition places an even greater emphasis on gender equality (than the UN’s) this does not eliminate the importance of the first two steps for successful gender mainstreaming. They are vital to making a contribution to future improvements in gender equality. Using strategic mainstreaming means channeling the main efforts to certain mandate areas. These objectives should be directly related to the core work of the mission. This can serve to clarify and strengthen the institutionalization of gender mainstreaming and the use of gender specific measures.

Regarding the use of gender mainstreaming processes and gender specific measures, the assessment indicates that there tends to be a misunderstanding stemming from the conflation of the two. Gender mainstreaming means the adaptation of the main work to the fact that all societies consist of men and women. Gender mainstreaming efforts can then be further strengthened by the systematic and instrumental use of selected gender specific measures – programs, projects or tasks – aiming to provide direct support for gender equality developments or for specifically improving women’s situation. These two tools, mainstreaming and specific measures, need to work in tandem and be coordinated with EU’s comprehensive strategies.

5.2 CONCLUSIONS ON COOPERATION WITH NATIONAL ACTORS

The assessment finds that there is a need for a more institutionalized approach to the participation of women from the mission area. This could be accomplished by developing clearer *guidelines* for interactions with national actors and by increasing the support from the mission's leadership. The UN resolutions on Women, Peace and Security and EU Gender Policy specify that a CSDP mission needs to interact with both men and women. All three missions struggled in this area.³⁶ Most notably, the assessment underlined the need to be more explicit in terms of developing practices about how to work with various types of actors, such as counterparts in the government and interlocutors in the population. In the absence of careful consideration, the main counterparts and interlocutors tend to be men but there are ways in which more women could be involved. With regard to civil society organizations, women's organizations were in contact with all three missions. But the procedures by which this was done were often underdeveloped. Thus, there is also here a need to develop and clarify the practices by which CSDP missions should support women's organizations (or women dominated organizations) working on issues related to the mandate. There was also, at times, a confusion between women's organizations working on issues related to the mandate (such as security sector reform or rule of law) and women's organizations working to more directly improve rights and gender equality in the host society. The vagueness of EU Gender Policy about this point is, therefore, visible in the practices of CSDP missions.

RECOMMENDATIONS

- 4) Develop guidelines on how to work with various types of actors, such as counterparts in the government and interlocutors in the population.
- 5) Elaborate and clarify the policy for how CSDP missions should support women's organizations (or women dominated organizations) working on issues related to the mandate.
- 6) Develop and clarify guidelines for how CSDP missions should support organizations working to improve women's human rights and gender equality.

³⁶ Such as, for example, regular meeting structures for providing or receiving information about the mission's work; or how to cooperate with, or support, women's organizations seeking to affect a peace process.

The mission's cooperation with women's organizations can benefit from the collaboration that these organizations often already have with international women's organizations. For example, many international women's organizations, such as the Kvinna till Kvinna Foundation or the Global Network of Women Peacebuilders, operate in the mission areas, often supporting coordination and cooperation between women's organizations. They can also provide relevant material for understanding of the mission area, such as the yearly monitoring report "Women Count" (GNWP 2013).

5.3 CONCLUSIONS ON ORGANIZATIONAL AND PROFESSIONAL CAPACITY

The assessment found that there is a need to continue to create stronger *organizational capacity*. This is important in order to both be able to succeed with strategic mainstreaming and to make the best use of gender specific measures for the benefit of the mission. In parallel, there is a need to develop the *professional capacity* of personnel, primarily through training.

Concerning organizational capacity, the field assessments began by reviewing the use of the Gender Adviser, Gender Focal Points and Gender Specialists/Experts. The findings of the assessment show the need for continued work to strengthen and clarify the role of these *support functions*. As part of this work, there are interesting international developments on which to build. For example, the NATO gender policy, outlined in Bi-SC Directive 40-1 (see NATO 2012) includes an annex that clarifies the role of the Gender (Field) Adviser and Gender Focal Points. A similar approach could be useful for the EU. EU Gender Policy could be developed to include an annex which outlines a work description for the Gender Adviser and the Gender Focal Points (including specifications of status and placement in the mission structure). Lessons from the assessment also identify the need to separate the Gender Adviser function – located at mission headquarters as strategic support – from the Gender Specialists/Experts function – working with implementation at the operational/tactical level. Both functions provide indispensable support to the mission's work. However, they perform *different forms* of work. They are not interchangeable. It is beyond the scope of this study to assess the gender architecture of the EU's work with international peace and security such as that which was recently undertaken by the UN (see Doucet 2012), but such an evaluation might be valuable in order to further improve the use of the support functions.

In addition to the structural support, the field assessments underline the need to take a more institutionalized approach which involves all personnel. This concerns developing procedures on how to collect gender-disaggregated data (e.g. by clarifying templates for data collection); increasing the capacity to carry out a gender-aware analysis among key personnel; including gender aspects in planning throughout all phases of a CSDP mission; and strengthening the design of templates on how to ensure gender mainstreaming in reporting. In the work of following up on increased capacity, it was suggested that special reports on gender aspects (as outlined in EU Gender Policy) could be used to establish effective benchmarking. Last but not least the assessments outlined the need to strengthen the wording on funding of the Gender Adviser and of gender specific measures in operational documents.

The work to strengthen organizational capacity needs to take place in parallel with the development of professional capacity. For example, in order to succeed in creating organizational capacity, it is absolutely critical to provide the highest leadership with specialized training. The need for such training is outlined in EU Gender Policy. Moreover, there is a need to ensure the inclusion of 'gender' in the induction training. Inclusion is necessary in order to increase awareness of the gender aspects of the mission mandate and implementation process. In addition, training has to give personnel basic tools for working in a gender-aware manner. For the first point, increasing awareness, there is now the "Standard module on the implementation of UNSCRs 1325 and 1820 in the CSDP missions" (see Olsson and Sundström et al. 2012 for a description). Although this was developed for pre-deployment training, it is also highly useful for induction training. To enforce the latter point about tools, further in-mission training might need to include additional function specific training for key personnel groups.

- 7) Structural support of gender mainstreaming and gender specific measures:
 - Include an annex in the EU Gender Policy which outlines the work description of the Gender Adviser and Gender Focal Points (including specifications about status and placement in the mission structure).
 - Recognize and specify the difference between the Gender Adviser (providing strategic advice to the mission leadership) and the Gender Specialists/Experts (performing more executive tasks at the implementation level of the mission).
- 8) Strengthen organizational capacity:
 - Develop procedures on how to collect gender-disaggregated data (e.g., by clarifying templates for data collection).
 - Enhance the ability to conduct a gender-aware analysis among key personnel.
 - Include gender aspects in planning throughout all phases of a CSDP mission.
 - Strengthen the design of templates in order to ensure gender mainstreaming in reporting.
 - Ensure the inclusion of gender in the induction training. This can include additional specific training for key personnel groups.
 - Strengthen the capacity of the most senior leadership (for example, the Head of Mission) through specialized training.³⁵
 - Make use of special reports on gender aspects to establish effective benchmarking.
- 9) Strengthen formulations in operational documents on funding for the work of a Gender Adviser or a Gender Expert, as well as for gender specific measures.

5.4 CONCLUSIONS ON EQUAL OPPORTUNITIES AND PROFESSIONAL CONDUCT

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

To ensure equal opportunities, the assessments indicate that it can be very valuable to support the missions' work of analyzing the gender balance and gender distribution of labor in order to remove potential risks of structural

³⁵ For example, in 2013, the Swedish Government Agency cooperation Genderforce has conducted a Gender Coach Program in order to strengthen the capacity of the highest leadership of the Folke Bernadotte Academy, the Swedish Armed Forces and the Swedish Civil Contingency Service.

discrimination. This is a long process which can involve oversight of the wording and use of the 'Call for contributions'; a review of existing recruitment procedures; examination of the understanding of gender and gender roles in existing missions; and an overview of criteria for employment. In this analysis, it is particularly important to oversee the career paths of male and female personnel to senior management positions. In relation to professional conduct, all missions had Standards of Behavior. Two missions had recently updated them (during revisions of the OPLAN) to make them better at including gender specific aspects and to strengthen the implementation procedures. The EUMM Georgia had even included a new component of the procedure – mediation and informal resolution – in order to address a wider range of breaches. An evaluation that follows up on the effectiveness of implementation might constitute support for developing such procedures further.

RECOMMENDATIONS

- 10) Formulate targets for improving the gender balance of CSDP missions. Establish when and how the progress toward reaching the targets should be reported. This needs to include continual discussion at the EU Headquarters level about nominations by Member States.
- 11) Support the missions' work to analyze the gender balance and gender distribution of labor in order to remove potential risks of structural discrimination.
- 12) Review the career paths to senior management positions to ensure equal opportunities for male and female personnel.
- 13) Examine implementation of Standards of Behavior in relation to breaches of both equal opportunities and professional conduct in the field.

Final Remarks

This project has sought to learn from what the work to realize UN resolutions on Women, Peace and Security and EU Gender Policy can look like in the field. In conclusion, it is important to again acknowledge that the recommendations of this report – and the recommendations formulated for the specific missions – are all based on the lessons, suggestions and ideas arising from the work performed by *mission* personnel. Being aware of the resource and time constraints of CSDP missions, considerations of how to address the recommendations that have emerged naturally need to be a gradual process. Thus, the continued collection of lessons learned in these areas, including development and use of the EU's indicators, provides valuable material for continued progress.

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