

**DIRECTORATE-GENERAL FOR EXTERNAL POLICIES**  
**POLICY DEPARTMENT**



**Women in  
CSDP missions**

**SEDE**



## STUDY

# Women in CSDP missions

### ABSTRACT

Promoting women's participation in CSDP missions and operations is important to sustain EU's credibility, to improve effectiveness, to promote equality at home and abroad, to increase the talent pool for personnel, and to make the best use of our financial resources. More needs to be done by both member states and the EU to fulfil promises to implement the United Nations Security Council Resolution 1325 on Women, Peace and Security. This report looks at three issues that contribute to more inclusion and better effectiveness: First, the structures that promote equality in the security sector institutions within the EU; second, the effects of women's participation in missions and operations; third, how CSDP structures and EU member states policies could be further adapted to create a working environment that is conducive to both men and women contributing their full potential to better solutions to security challenges. Political commitment and hands-on leadership by the EU and its Member States is key to more diversity and inclusivity in CSDP structures. A pro-active approach to recruitment and retention of female staff, adapted job-descriptions, comprehensive family policies, and employing an approach that values diversity and creates a positive work environment are all necessary in this regard.

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## Executive summary

Promoting women's participation in EU's Common Security and Defence Policy (CSDP) contributes to the EU's international credibility as a promoter of human rights, to strengthen the effectiveness of missions and operations thanks to a larger pool of talent skills and competences, to make the best use of its financial resources and to effectively promote gender equality both at home and abroad. It is therefore essential to gain a better understanding into the effects of women's participation notably in CSDP missions and operations.

Existing research on this topic has been carried out by independent member state institutions, rather than European ones. By commissioning this study the European Parliament aims to enhance awareness on the issue of women and their contributions to peace and security, particularly as it pertains to CSDP missions and operations.

The EU made a commitment to increase the number of women in institutions dealing with crisis management and peace negotiations by signing the UNSCR 1325 (2000) on 'Women, Peace and Security.' High Representative (HR) and Vice President (VP) of the European Commission Federica Mogherini pledged repeatedly to increase the percentage of women in EU's internal decision-making mechanisms and management positions to 40 per cent by the end of her mandate in 2019. This should apply also to CSDP.

CSDP policy and initiatives are largely driven by the member states within the EU framework. Both military operations and civilian missions draw heavily on human resources from the EU's member states. It is therefore important to look at the structures both within the member states and within the EU. Firstly, the study demonstrates that the level of political commitment is instrumental to integrating specific gender equality commitments into political guiding documents such as National Action Plans (NAP) on the implementation of UNSCR 1325, crisis management strategies and other sets of guidelines applicable to the work of the civil service. The more concrete the commitment, the easier it is to measure the outcome. Accountability, regular monitoring and reporting are all key ingredients to make the implementation efficient and aligned to general EU objectives.

Currently, the number of women in the security sector in member states is still not high enough to offer a balanced pool by default. This, however, does not mean that there are no qualified women to do the job. A more pro-active approach is needed in order to recruit more women, retain and train them for senior positions and finally propose them for management postings.

Secondly, the study focuses on the effects of women's increased participation in crisis management. Diversity improves the quality of decision-making, contributes to more creative approaches to operational tasks and strengthens contacts and interaction with the populations of the host nations. The growing number of women results in managerial practices and operational effects in all of these areas.

Focusing on the number of women in CSDP should not be the only goal in sight. Providing approaches that value the diversity that both men and women bring into all processes from strategic planning to basic operational activities is likely to improve not only the external aspect of mandate implementation, but also the working environment as the needs of both men and women are considered.

Finally, looking at the way ahead to ensure equal participation of men and women in crisis management missions and operations, change needs to come from all sides. This means that a concerted effort by the EU leadership, the member states and civil society is needed. The recommendations in this report focus mainly on three aspects where the Subcommittee on Security and Defence could engage: first, promoting the need for political commitment to implement UNSCR 1325; second, raising awareness about the need and benefits of the contributions both men and women bring to crisis management; third, continuous monitoring and data collection to ensure that the commitments undertaken by the EU institutions and member states and subsequent recommendations for action are implemented.

## Background and methodology

This study sets out to look at two issues: first, the managerial and operational effects of the growing number of women in CSDP missions and operations and second, gender equality structures in the member states. It draws on literature review and on 33 semi-structured interviews with relevant policy-makers in Brussels and member states, researchers, and members of the missions. The interviewees were selected based on practical considerations (including the availability of the interviewees, their willingness to speak and the access to informal networks) and their expertise. All interviewees hold or have held a management position or position related to gender-policy in CSDP structures or relevant institutions in EU member states.

Three civilian missions: European Union Advisory Mission Ukraine (EUAM Ukraine), EU Maritime Security Capacity Building Mission in Somalia (EUCAP Nestor), EU Police Mission in Afghanistan (EUPOL Afghanistan), and two military operations (EUFOR Operation Althea in Bosnia and Herzegovina, BiH) and EU Training Mission in Mali (EUTM Mali) were selected for this study. The selection was based on geographical considerations, their strategic and regional importance, and on the scope of the mandate to reflect the diversity of EU's engagement.<sup>1</sup> Gender equality structures related to international crisis management structures in five member states – Belgium, Finland, Germany, Spain and Sweden - were reviewed. The countries were selected based on their contribution and geographic balance. Interviews were off the record, thus no direct attribution is made. In addition open sources, including information available on the NATO, EEAS and the UN websites were also consulted. A significant degree of support for this research came from people working in missions and operations and from policy-makers in Brussels.

This report seeks to offer a snapshot of the main policies and issues that either support or hinder women's participation in the CSDP missions and operations. It further strives to gauge the managerial and operational effects of the growing number of women in CSDP structures. There are no specific indicators developed for measuring the impact of women in CSDP missions and operation (and this is beyond the scope of this study). Therefore the findings reflect managers' and mission staff (both male and female) views on the effects of having more women in missions and operations. The topic would benefit from a more systematic approach that includes in-country research where missions and operations are deployed and interviews with local counterparts.

The report adopts the Council definition of the term *gender*, defining it as 'socially constructed differences, as opposed to biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures' [2]. *Gender equality*, as defined by the United Nations refers to the equal rights, responsibilities and opportunities of women and men and girls and boys.<sup>3</sup> Gender equality strategies should aim to ensure that women's and men's rights, responsibilities and opportunities do not depend on whether they are born male or female and that the interests, needs and priorities of both women and men are taken into consideration, recognizing the

<sup>1</sup> EUAM Ukraine's task is to assist Ukrainian authorities in the reform of the civilian security sector; EUCAP Nestor aims at strengthening Somalia's maritime security and capacity to effectively govern its waters and re-enforcing its ability to fight piracy; EUPOL Afghanistan (closed in December 2016) had as main objectives, among others, to contribute to the professionalization of the Afghan National Police and to increase the capacity of the Afghan Ministry of Interior; EUFOR Operation Althea is tasked to support the BiH authorities to maintain a safe and secure environment and to provide capacity building and training for the armed forces of BiH, EUTM Mali supports the Malian government to restore security and stability in the country through advising the Malian ministry of defence and training the armed forces.

<sup>2</sup> 'Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security,' *Council*, December 1, 2008, [https://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/hr/news187.pdf](https://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news187.pdf).

<sup>3</sup> 'Concepts and definitions,' *UN Women*, n.d., <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>.

diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development. *Gender mainstreaming* is defined as 'the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, 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 programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated' [4].

The report consists of 5 chapters. The introduction briefly describes gender equality structures related to crisis management in the EEAS. Thereafter, the second chapter offers a snapshot of the gender equality structures and initiatives put in place to promote women's participation in crisis management in five EU member states: Belgium, Finland, Germany, Spain and Sweden. The third chapter summarises some reflections by practitioners and researchers on the managerial and operational impact of women's participation in CSDP missions and operations. The fourth chapter suggests practical ways forward to engage more women into crisis management. It encourages a more pro-active approach by the EU, member states and civil society to engage and contribute to gender equality in society and in CSDP missions and operations. Finally the fifth chapter provides action-oriented recommendations for the three key actors in crisis management, the EEAS, the EU member states and the EP.

<sup>4</sup> 'Intergovernmental mandates on gender mainstreaming', ECOSOC, n.d., <http://www.un.org/womenwatch/osagi/intergovernmentalmandates.htm>.



# 1 Introduction

The European Union faces increasingly complex security challenges both within and outside its borders, blurring the lines between internal and external security threats. Sustainable solutions to counter these security threats require inclusive approaches to governance and peace. In the recently revised EU Global Strategy HR VP Mogherini specifically mentions that strategies developed to counter these threats should promote women's participation in developing and implementing them [5]. Her statement highlights the need to increase the number of women in decision-making, in foreign and security policy-making, in the European Union's own institutions as well as in EU's missions and operations.

CSDP missions and operations are some of the most visible tools of EU external action. Although limited in time and in scope, they can contribute to implement commitments to promote women's role in peacebuilding and conflict prevention, provided that this is clearly integrated in the missions' mandates and linked to other, longer-term EU engagements in the countries where they are deployed. Since 2003, the EU has deployed 35 missions and operations spanning across the Balkans, former Soviet Union countries, Africa and the Middle East addressing a variety of security threats.<sup>6</sup> In 2017, the EU maintains 15 missions and operations on the ground. Their mandates focus on a range of peacebuilding issues, including capacity building, training and security sector reform, support to border management and maritime security, justice sector reform and monitoring ceasefire agreements.<sup>7</sup> The work of all missions and operations also includes promoting a set of horizontal guiding principles such as upholding human rights and a gender perspective.

In the past decade, the number of women deployed to CSDP missions and operations has increased. From 2007 to 2016, the overall proportion of women in the civilian crisis management missions has grown from 20 per cent to slightly over 29 per cent. There are unfortunately no statistics on the representation of women in military operations.

The EU's commitment to consider the contribution of men and women into all aspects of its crisis management work is guided by the landmark United Nations Security Council Resolution 1325 (UNSCR 1325). The resolution adopted in 2000 clearly identifies women as important actors in peacebuilding and conflict mediation and calls for increased involvement of women, at all decision-making levels, in conflict prevention, crisis management and post-conflict reconstruction [8]. In 2015 the Council stressed its commitment to gender equality in its Council conclusions on CSDP by encouraging 'efforts to mainstream and strengthen the implementation of UNSCR 1325 on women, peace and security, its follow-up resolutions and a gender perspective in CSDP planning, implementation and review' [9].

Within the EU institutions, missions and operations there are several structures in place to support gender policies:

- the EEAS Principal Advisor on UNSCR 1325

<sup>5</sup> 'Shared Vision, Common Action: A Stronger Europe: A Global Strategy for the European Union's Foreign and Security Policy,' *EEAS*, June 2016, pp. 14, 31, [https://eeas.europa.eu/top\\_stories/pdf/eugs\\_review\\_web.pdf](https://eeas.europa.eu/top_stories/pdf/eugs_review_web.pdf).

<sup>6</sup> Missions' mandates covered capacity-building, training and security sector reform, protection of civilians and strengthening of security provisions, support to border management and maritime security, justice sector reform, and monitoring certain aspects of a peace plan or a ceasefire.

<sup>7</sup> For the full list of on-going and completed missions and operations, check the European External Action's website: [https://eeas.europa.eu/headquarters/headquarters-homepage/430/military-and-civilian-missions-and-operations\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage/430/military-and-civilian-missions-and-operations_en).

<sup>8</sup> 'United Nations Security Council Resolution 1325 (2000)', *United Nations*, October 31, 2000, <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>.

<sup>9</sup> 'Council conclusions on CSDP,' *Council of the European Union*, 8971/15, May 18, 2015, pp.9-10, <http://www.consilium.europa.eu/en/press/press-releases/2015/05/18-council-conclusions-csdp>.

- the informal Task Force on UNSCR 1325
- the network of gender advisors and gender focal points
- the EEAS Women Network and the internal task force for gender equality and equal opportunities.

The tasks of the EEAS Principal Gender Advisor –whose position was created in 2015- encompasses exchanges and coordination on EU policy and action regarding UNSCR externally with other international, regional and national actors and internally to increase the visibility and importance of the gender issues within EU’s external policy and action. With regard to this last aim, the Principal Gender Advisor also regularly reports to the Political and Security Committee (PSC). Since September 2016, the EEAS Principal Gender Advisor receives support from a Swedish National Seconded [10].

The EU informal Task Force – established in 2009- aims ‘to share information relevant for UNSCR 1325’ [11], and organises annual member state meetings on UNSCR 1325. It includes Commission and member state officials who are regularly joined by invited representatives from NATO, UN Women, Organization for Security and Co-operation in Europe (OSCE) and civil society. The Task Force is chaired by the EEAS.

Within the EU’s CSDP missions gender policy is enhanced by gender advisors who provide strategic advice on gender mainstreaming when it comes to the implementation of the mandate of the mission in question. Gender advisors are supported by gender focal points; appointed staff members in the mission’s units and offices, whose aim it is ‘to facilitate gender mainstreaming (both internally and externally) and integrate a gender perspective in the work of their respective offices’ [12]. The Council has made a distinction between full-time gender advisors (expert positions), double-hatted gender advisors (when their expertise is combined with for instance human rights), and part-time gender focal points (non-expert positions) [13]. Certain CSDP missions have also undertaken initiatives by themselves. The EULEX mission, for instance, established a Human Rights and Gender Office and the European Union Advisory Mission (EUAM) Ukraine has recently adopted a mission document aimed at promoting gender equality [14].

The EEAS Women Network established by the EEAS Secretary General (SG) Helga Schmid aims to provide opportunities for women in senior leadership to network and share experiences and challenges. More recently and also at the request of SG Schmid, an internal task force for gender equality and equal opportunities has been set-up. The task force, formed of EEAS staff that volunteered to be part of it, has been looking to collect best practices from public and private organisations on policies and measures that contribute to increased gender diversity and equal opportunities within the organisation, including through the use of positive discrimination measures. The recommendations that came out of the work of the task force have just been presented to the SG.

In addition to these actors, the EU framework for the implementation of UNSCR 1325 within its CSDP missions and operations includes a set of policy documents:

- a Comprehensive Approach to the implementation of United Nations Security Council Resolutions 1325 and 1820 on women, peace and security

<sup>10</sup> ‘UNSCR 1325 and Gender Mainstreaming in the EU,’ *EPLD*, n.d., <http://eplo.org/activities/policy-work/gender-peace-security-2/gender-mainstreaming-eu>.

<sup>11</sup> ‘UNSCR 1325 and Gender Mainstreaming in the EU.’

<sup>12</sup> ‘Welcome to the Gender Resource Centre,’ *European Union External Action*, n.d., <http://www.eulex-kosovo.eu/?page=2,41>

<sup>13</sup> ‘Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security’, Council of the European Union, 2016, pp. 18.

<sup>14</sup> ‘Gender and Human Rights in CSDP missions and operations,’ *WIS Event*, June 28, 2017.

- an operational paper on 'the implementation of UNSCR 1325 as reinforced by 1820 in the context of CSDP' and a check list of measures to implement UNSCR 1325 and UNSCR 1820s
- a set of 'Indicators for the Comprehensive Approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security' and follow up reports
- the new framework for 'Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations (2016-2020)'
- a Baseline Study on integrating human rights and gender into the European Union's Common Security and Defence Policy.<sup>15</sup>

Member states play a key role in increasing women's participation, as it are the member states that provide for the greater part of CSDP civilian personnel deployed and the EU draws on this pool of proposed experts. Member states have integrated to varying extents the commitments under the UNSCR 1325 into their crisis management activities. Eighteen member states have developed national action plans on the implementation of the UNSCR 1325 (NAP 1325) that are to guide the armed forces, the security sector agencies, ministries of foreign affairs and civilian agencies contributing to crisis management missions and operations.<sup>16</sup> Several member states have also developed specific action plans that promote women's participation in defence structures and have opened positions traditionally held by men to women. Regarding recruitment into CSDP missions, there is a degree of flexibility for civilian missions, because member states nominate candidates and the missions select them for the posts. The missions have used this opportunity to pro-actively recruit women. In regards to military operations, the recruitment takes place based on member states' contributions to both the headquarters and the operations, thus leaving the personnel selection completely in the hands of member states.

## 2 Member state structures and policies related to gender inequality in crisis management

Member states play a key role in increasing the number of women in CSDP missions and operations given their prerogative to contribute personnel. Belgium, Finland, Germany, Spain and Sweden were chosen for this study to present country-specific mechanisms, challenges and good practices for the promotion of women in crisis management institutions. The countries were selected based on the number of personnel contributions and relative geographical balance. Practical aspects including the ability to find interviewees and access to information were also taken into account.

### 2.1 Belgium

Within the Ministry of Defence and the Federal Police, gender equality is seen as part of the process of diversifying organisations. As a general goal, the military wants to see the number of women among the officers rise to 15 per cent, and has paid attention to increasing the number of women in crisis management operations. The Belgian Federal Police also prioritises the integration of women in all areas of the police force and provides career management services. They hope this will increase the number of applications by women for crisis management missions [<sup>17</sup>].

<sup>15</sup> For the list of all related documents see: Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security, *Council of the European Union*, September 22, 2016. pp.3, <http://data.consilium.europa.eu/doc/document/ST-12525-2016-INIT/en/pdf>.

<sup>16</sup> The member states that have not adopted a National Action Plan include Bulgaria, Cyprus, Hungary, Latvia, Luxembourg, Malta, Poland, Romania and Slovakia.

<sup>17</sup> De Bolle, C., 'Professionele gelijkheid van vrouwen en mannen in de 19 gemeenten,' *Brussel Plaatselijke Besturen*, February 19, 2014, <http://plaatselijkebesturen.irisnet.be/bestanden-pdf-word/ec/colloque-nl.pdf>.

In this regard, it is important to focus on the current recruitment practices in Belgium. In Belgium, the recruitment for CSDP crisis management missions is done through two channels: the Ministry of Defence deals with recruitment for military operations and the Ministry of Foreign Affairs, Foreign Trade and Development Cooperation coordinate the recruitment of external experts and civil servants from the ministry. The Federal Police and the Ministry of Justice maintain their own rosters and recruit their own candidates, but the Ministry of Foreign Affairs coordinates and submits all application forms. The Ministry of Foreign Affairs does not set any gender targets in the recruitment for international crisis management tasks. There is no internal practice for positive discrimination or positive action in recruitment. If international organisations encourage women to apply in their job descriptions, then the Ministry will seek to propose women personnel. There are no targets set for women's participation in the crisis management missions and operations.

However, there are some policies put in place to encourage the recruitment of more women to CSDP missions and operations. These include the National Action Plan (NAP) on UNSCR 1325 and national legislation on gender mainstreaming. In its NAP, Belgium has, in particular, pledged to increase the participation of women in civilian and military operations through a better representation of women in recruitment and secondments, and by making an effort to appoint more women in higher ranks [18]. The National Action Plan on UNSCR 1325 is the main policy document that promotes gender equality in crisis management missions and operations [19]. It provides guidelines, goals and lines of actions on gender aspects of peacekeeping missions.<sup>20</sup> The first NAP (2009-2012) emphasised gender mainstreaming as one of the main objectives of the Ministry of Defence and in military operations. As a result, the armed forces developed their specific institutional action plan (for the periods from 2010 to 2012 and from 2013 to 2016), with a focus on the integration of a gender perspective in specific areas, such as the protection of women and girls, peacekeeping missions and on observing, monitoring and reporting.

The second NAP (2013-2016) emphasised the importance of increasing the number of women in civilian crisis management operations. Based on the analysis of the implementation of the preceding NAP, the document identified the need to increase women's representation within the federal administration, the military and the police as a necessary pre-condition to increase the number of applicants for crisis management missions [21]. With regard to the implementation of this plan, the agencies involved in crisis management report on the implementation of the NAP to the Federal Parliament. Belgian national legislation on gender equality also aims to implement the promotion of women's participation in the security sector institutions, such as the police or the military, by clarifying UNSCR 1325. This legislation includes the law on gender mainstreaming (passed on 12 January 2007 and amended in 2014) which aims at monitoring the implementation of the resolutions of the world conference on women held in Beijing in September 1995, and at integrating the gender perspective into all the federal policies, measures, budget preparations or activities [22]. According to the Royal Decree of 20 January 2010, the Federal Interdepartmental Coordination Group is also involved in the implementation of this legislation by integrating gender into all governmental policies.

<sup>18</sup> 'Women, peace and security. Belgian National Action Plan on the implementation of the United Nations Security Council Resolution 1325,' 2009, pp. 9, 18-19, [http://diplomatie.belgium.be/sites/default/files/downloads/women\\_peace\\_security.pdf](http://diplomatie.belgium.be/sites/default/files/downloads/women_peace_security.pdf).

<sup>19</sup> 'Gender Perspectives in the Armed Forces – Summary of national reports 2014 Belgium,' NATO HQ, Office of the Gender Advisor, International Military Staff, March 7, 2016, [http://www.nato.int/nato\\_static\\_fl2014/assets/pdf/pdf\\_2016\\_03/Summary.pdf](http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2016_03/Summary.pdf).

<sup>20</sup> First NAP was adopted in 2009 and run until 2012. The second NAP was adopted in 2013 and run until 2016.

<sup>21</sup> 'Tweede rapportage aan het Parlement inzake het 'Tweede Nationaal Actieplan 'Vrouwen, Vrede, Veiligheid' (2013-2016), ter uitvoering van VN Veiligheidsresolutie 1325', 2015, p.31-32.

<sup>22</sup> 'Manual for the application of gender mainstreaming within the Belgian federal administration', Institute For the Equality of Women and Men, 2011, pp. 32, [http://iqvm-iefh.belgium.be/sites/default/files/downloads/32%20-%20Gender%20Mainstreaming\\_ENG.pdf](http://iqvm-iefh.belgium.be/sites/default/files/downloads/32%20-%20Gender%20Mainstreaming_ENG.pdf).

Some good practices of the above mentioned policies and strategies could be highlighted. The Egmont institute, affiliated with the Belgian Ministry of Foreign Affairs, conducts basic training on crisis management and positive discrimination is exercised in the selection process to promote the recruitment of women.<sup>23</sup> However, while the Institute also provides research to support Belgian participation in the crisis management missions and operations, there is little focus on women's participation. Moreover, gender as such is not systematically streamlined in their related research activities, an area of work that can be improved in the future. The Institute for the Equality of Women and Men also provides specialised training on gender mainstreaming. High-level civil servants, who are responsible for the gender equality approach within their departments, participate in these trainings [<sup>24</sup>].

In spite of these efforts, the interest among women to take on international tasks has grown but remains low [<sup>25</sup>]. The roster of civilian experts who have completed the basic training, maintained by the Ministry for Foreign Affairs, Foreign Trade and Development Cooperation, lists approximately 330 experts, of which one-third are women. Belgium sends approximately 30 experts a year to the EU civilian missions, out of which approximately 15 per cent are women. Out of the external candidates, not directly employed by the civil service, approximately 50 per cent are women.<sup>26</sup>

Finally, Belgian policy on the gender equality of peace missions has been influenced by the EU. According to the second NAP 2013-2016 the document 'offers a control mechanism consisting of instruments for operational monitoring which take indicators from the UN and EU into account as well as best practices from abroad'. All these EU indicators can be found in Annex 4 of the NAP and include the percentages of men and women with a specific education in UN and CSDP missions [<sup>27</sup>].

## 2.2 Finland

Finland is one of the EU member states with one of the highest proportions of women in CSDP missions compared to other EU Member States. Female staff members constituted 19 per cent of the total international (both seconded and contracted) personnel in eight EU missions in February 2012. This percentage was higher for women from locally contracted staff (34 per cent). It should, however, be noted that the percentage significantly differs between missions, with EUJUST LEX Iraq having the highest proportion of women (34 per cent) and EUPOL Afghanistan the lowest (14 per cent) [<sup>28</sup>]. The Crisis Management Centre (CMC), an agency under the Ministry of Interior responsible for all aspects of civilian crisis management, and the Ministry of Defense are the two channels through which Finland contributes personnel to EU's crisis management missions and operations [<sup>29</sup>].

In the Finnish public administration, there is broad support and understanding of the value of gender equality and a strong political commitment to promote it in all areas of crisis management. Its civilian crisis management strategy, the government's gender equality programme, and UNSCR 1325 have been put in place to guide the promotion of gender equality in crisis management and encourage the recruitment of more women to CSDP missions and operations.

<sup>23</sup> A basic two weeks training course organised by the Ministry of Foreign Affairs and the Egmont Institute for all civilian, military, police and staff from the Ministry of Justice interested in participating in crisis management missions and operations.

<sup>24</sup> 'Manual for the application of gender mainstreaming,' 2011.

<sup>25</sup> 'NATO Summary of National Reports,' NATO, n.d., pp. 25-27.

<sup>26</sup> Interview with an official of the Ministry for Foreign Affairs, Foreign Trade and Development Cooperation, November 2016.

<sup>27</sup> 'Tweede Nationaal Actieplan 'Vrouwen, Vrede, Veiligheid' (2013-2016), ter uitvoering van VN Veiligheidsraadresolutie 1325' *Koninkrijk België*, n.d., <http://iqvm-iefh.belgium.be/sites/default/files/downloads/BE%20NAP%201325%202013-2016%20NL.pdf>.

<sup>28</sup> A. Mäki-Rahkola and A. Launiala, 'A Perspective in Civilian Crisis Management: Experiences of Finnish Experts from the Field,' *CMC Finland*, 2012, [https://www.cmcfinland.fi/wp-content/uploads/2017/01/40561\\_WP-2012-2\\_1325\\_survey.pdf](https://www.cmcfinland.fi/wp-content/uploads/2017/01/40561_WP-2012-2_1325_survey.pdf).

<sup>29</sup> 'Crisis Management', *Ministry of Foreign Affairs of Finland*, n.d., <http://forin.finland.fi/public/default.aspx?contentid=329291&contentlan=2&culture=enUS>.

Between 2007 and 2008 Finland developed its first NAP on UNSCR 1325. The NAP serves as a basis for more detailed plans for gender mainstreaming for the Ministry of Defence, Ministry of Interior and the CMC. Additionally, NAP 1325 guides the government's gender equality plans and working regarding to international crisis management. It constitutes a detailed (over 50 pages) document that assigns responsibilities and concrete targets to all involved ministries. The main objectives include:

- increasing the number and share of women in crisis management (40 per cent of female participants and 20 per cent female police officers);
- strengthening the implementation of UNSCR 1325 nationally and internationally and in crisis management, and ensuring that all persons sent on crisis management missions receive appropriate training including gender equality issues in the crisis management training;
- military and civilian crisis management staff will have and abide by the Code of Conduct;
- mainstreaming gender into the operational activities of the Finnish troops and in cooperation with the local population;
- paying special attention to the security needs of women and girls;
- influencing local security actors to take women's and girl's perspectives into consideration in their security activities [<sup>30</sup>];
- placing women to carry out visible roles and tasks when they engage with the local population.

In the same period Finland also developed its National Civilian Crisis Management Strategy, which was updated in 2014, and established a civilian agency for crisis management [<sup>31</sup>].

To further enhance gender mainstreaming, the government instructed all ministries to run one project that would mainstream gender into aspects of any ministry's activities. The Ministry of Interior chose to mainstream the activities of the newly established CMC. The project had three main areas of activities: recruitment, training, and research and development. In recruitment, the activities focused on collecting sex- disaggregated statistics to assess the proportion of women that participate in crisis management. In research and development, the focus on gender equality was strengthened overall, and research activities also included practical issues such as experiences of women in crisis management tasks. The CMC paid specific attention to informing all agencies that sent participants to crisis management trainings about the importance of gender equality. In selecting women to be trained for crisis management tasks, and as a seconding agency it pro-actively nominated female candidates for leadership trainings [<sup>32</sup>].

The Steering Group 1325 is important in regard to the implementation of the above-described policies. The group, established in 2008 under the leadership of the CMC, contributes to the implementation of UNSCR 1325 and gives advice on how to mainstream gender in recruitment, training, and research and development. The group consists of representatives of the Ministry for Foreign Affairs, Ministry of Interior, Ministry of Justice, Ministry of Defence, Pori Brigade's Crisis Management Centre, National Defence Academy, Finnish Defence Forces International Defence Centre, University of Tampere Peace Research

<sup>30</sup> 'Finland's National Action Plan 2012-2016', *Finland Ministry for Foreign Affairs*, 2012, [http://www.peacewomen.org/assets/file/finland\\_nap\\_2012.pdf](http://www.peacewomen.org/assets/file/finland_nap_2012.pdf).

<sup>31</sup> 'The Government adopted the update of Finland's National Strategy for Civilian Crisis Management, 'The *Permanent Representation of Finland to the EU*, 2014, <http://www.finland.eu/public/default.aspx?contentid=303750&contentlan=2&culture=en-US>.

<sup>32</sup> 'Sisäasianministeriön julkaisu 22/2009,' *Sisäasianministeriön tasa-arvontyöryhmänloppuraportti*, 2009, <http://www.intermin.fi/julkaisu/222009?docID=25053>.

Institute, and of the Finnish 1325 network.<sup>33</sup> The NAP also stresses the responsibility of the operational command to implement UNSCR 1325 with regard to the activities of military troops.

Additionally, several research studies, including by independent researchers, evaluated the implementation of UNSCR 1325 and thereby also served as a monitoring mechanism. In 2009, the Ministry of Interior published a comprehensive study on gender equality. The results showed that while the status quo of gender equality in the garrisons was fairly good, women in military service experienced more unfair treatment than men. Among the paid staff, more women than men reported unwanted advances, bullying and sexual harassment, and the lack of appreciation from colleagues [<sup>34</sup>].

More generally, the policies helped to raise the number of female nominations from 19.5 per cent in 2008 to 40 per cent in 2013, which was also one of the targets of the NAP 2013 – 2016. This project allowed Finnish authorities to better understand what the most effective processes are and to establish practices that are in place today [<sup>35</sup>]. At the time of writing of this report, the drafting of the third NAP 1325 was underway and interviewees suggest the target for recruitment of women in crisis management might potentially be set at 50/50.

Finally, the 2012-2016 NAP states that Finland aims to collect best practices from the implementation of Resolution 1325. It even goes a step further by arguing for the creation of 'standardised information collection tools and indicators that would enable long-term impact assessment' [<sup>36</sup>]. It regards international organisations as the appropriate institutions to develop and collect such practices. According to its NAP, Finland encourages impact assessments of peacebuilding and crisis management activities undertaken by international organisations. Such activities are also developed within the Nordic Defence Cooperation and within its framework at the Nordic Centre for Gender in Military Operations.

## 2.3 Germany

In Germany, the Ministry for Foreign Affairs developed the policy for the country's participation in crisis management operations, and provides political guidance to relevant institutions. The Ministry of Defence and the armed forces contribute troops to EU's military operations. The Berlin's Centre for International Peace Missions (ZIF) recruits and trains civilian experts and engages in research and development on the topic. The ZIF has continuously trained a high percentage of women for the expert pool (48 per cent of participants were women in 2013). As a result, the number of women experts has grown [<sup>37</sup>]. In 2015 10.9 per cent of all active duty military personnel were women (compared to 2.4 per cent in Finland and 7.7 per cent in Belgium) [<sup>38</sup>]. The Federal Police has its own process of selecting police officers for participation in international missions. Basic training on gender mainstreaming for all ranks is also available. Cultural advisers cover gender-related aspects of specific operations, as there are no gender advisers in military operations.<sup>39</sup>

<sup>33</sup> Sisäasianministeriön julkaisuja 22/2009, 2009.

<sup>34</sup> Sneek, P., 'Millaista kohtelua naiset saavat armeijassa? Puolustusvoimat alkaa kerätä tasa-arvokokemuksia,' *Helsingin Sanomat*, August 31, 2016, <http://www.hs.fi/kotimaa/art-2000002918685.html>.

<sup>35</sup> 'Assessment of Finland's National Action Plan for the Implementation of UN Security Council Resolution 1325 'Women, Peace, and Security' 2012-2016,' *The Institute for Inclusive Security*, April 2016.

<sup>36</sup> 'Finland's National Action Plan 2012-2016', *Finland Ministry for Foreign Affairs*, 2012, [http://www.peacewomen.org/assets/file/finland\\_nap\\_2012.pdf](http://www.peacewomen.org/assets/file/finland_nap_2012.pdf)

<sup>37</sup> 'Fourth Report of the Government of the Federal Republic of Germany on the Implementation of United Nations Security Council Resolution 1325 on Women, Peace and Security for the period August 2010 to December 2013,' *Die Bundesregierung*, 2014, pp. 15, [http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/1325-germany-4th-implementation-report-brochure\\_en.pdf](http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/1325-germany-4th-implementation-report-brochure_en.pdf).

<sup>38</sup> 'Summary of the National Reports of NATO Member and Partner Nations to the NATO Committee on Gender Perspectives', *NATO*, 2015, [http://www.nato.int/nato\\_static\\_fl2014/assets/pdf/pdf\\_2017\\_01/20170113\\_2015\\_NCGP\\_National\\_Reports\\_Summary.pdf](http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2017_01/20170113_2015_NCGP_National_Reports_Summary.pdf).

<sup>39</sup> Summary National Reports, 2015, pp.48-50.

The armed forces agencies also have a gender equality commissioner or officer who is involved in drafting an equal opportunities plan which covers areas such as increasing the number of women in the armed forces, and measures to prevent sexual harassment in the workplace.<sup>40</sup> Despite their presence, gender equality commissioners complained about a lack of acceptance, support and information from the leadership of the units. To improve the situation, the Minister of Defence issued 'Guiding Principles on Collaboration with Civilian and Military Commissioners/ Officers for Gender Equality', to raise awareness of the need to incorporate gender equality principles into the work of the armed forces.

Initiatives put in place to encourage the recruitment of more women include the NAP on UNSCR 1325 which is currently being redrafted by the Ministry of Foreign Affairs. Federal gender equality policies guide the work of the agencies involved in crisis management. The Federal Equality Law (2000), aiming at the implementation of gender equality in the federal public administration, introduced the principles of gender mainstreaming. The law requires the development of gender equality plans and the appointment of a gender equality commissioner.

Another document - the Act on Equal Opportunities for Female and Male Military Personnel - was introduced to target an increase in the number of women in the armed forces to 15 per cent and to 50 per cent among medical personnel [<sup>41</sup>]. German legislation includes specific legal provisions that promote the recruitment of women in areas where women are underrepresented. This includes positive discrimination, the obligation to indicate in the job descriptions that women are welcome to apply, and that the number of women participating in the acceptance procedure must be equal to or higher than the number of participating men provided there are sufficiently qualified applicants.

Additionally, the Act on Appointment and Secondment of Women and Men to the Bodies within the Remit of the Federation, requires that all bodies work towards achieving or maintaining an equal representation of women and men in decision-making.

With regard to the implementation of these policies, six federal ministries are involved in the implementation of NAP UNSCR 1325: the Federal Foreign Office, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, the Federal Ministry of Interior, the Federal Ministry of Justice and Consumer Protection, the Federal Ministry of Defence and the Federal Ministry of Economic Development and Cooperation. However, German civil society criticised the Federal Government for being late in implementing UNSCR 1325.<sup>42</sup> Two more guiding documents related to international crisis management: the Action Plan on Civilian Crisis Prevention, Conflict Resolution and Peace Consolidation (2004), and the Guidelines on Fragile States, have been criticized for not integrating systematically UNSCR 1325.<sup>43</sup>

However, one can conclude that the Federal Equality Law (2000) is beginning to have a positive effect on a more equal distribution of positions among men and women in the administration overall, including in the crisis management structures [<sup>44</sup>]. Therefore, the provisions of the Federal Act on Gender Equality, which aims to increase the proportion of women working in the federal administration, are believed to

<sup>40</sup> Summary National Reports, 2015, pp.48-50.

<sup>41</sup> 'Information from the Parliamentary Commissioner for the Armed Forces, Annual Report 2015 (57<sup>th</sup> Report),' *Bundestag*, January 26 2016, pp.63,

[https://www.bundestag.de/blob/416982/278b29ff655b88af73f1ef84b0c65068/annual\\_report\\_2015\\_57th\\_report-data.pdf](https://www.bundestag.de/blob/416982/278b29ff655b88af73f1ef84b0c65068/annual_report_2015_57th_report-data.pdf)

<sup>42</sup> These gender-specific measures helped increase the number of women actually recruited into the civilian missions as compared to the number of women presented by the member states for selection.

<sup>43</sup> Arloth, J. and Seidensticker, F.L., 'Frauen als Akteurinnen in Friedensprozessen. Begleitstudie zum Werkstattgespräch 'Frauen und bewaffnete Konflikte' onlässlich des 10. Jahrestages der UN-Resolution 1325,' 2012, pp. 13, [http://www.institut-fuer-menschenrechte.de/uploads/tx\\_commerce/studie\\_frauen\\_als\\_akteurinnen\\_in\\_friedensprozessen.pdf](http://www.institut-fuer-menschenrechte.de/uploads/tx_commerce/studie_frauen_als_akteurinnen_in_friedensprozessen.pdf).

<sup>44</sup> 'The Policy on Gender Equality in Germany: in-depth analysis,' Directorate General for Internal Policies, Policy Department C; Citizens' Rights and Constitutional Affairs, Women's Rights and Gender Equality, 2015, pp.8.

[http://www.europarl.europa.eu/RegData/etudes/IDAN/2015/510025/IPOL\\_IDA\(2015\)510025\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/IDAN/2015/510025/IPOL_IDA(2015)510025_EN.pdf).



have a trickle-down effect. The focus now needs to be on implementation of legislation and the monitoring of its effects.

## 2.4 Spain

In Spain, crisis-management responsibilities are organised as follows: the Ministry of Foreign Affairs provides general political guidance for crisis management operations, and the Ministry of Defence takes responsibility for contributing troops to the military operations. A representative for the Committee on the Civilian Aspects of Crisis Management from the Ministry of Interior runs the process of seconding police and civilian experts to EU's crisis management civilian missions. The Guardia Civil has a special mandate to participate in crisis management operations and can be placed under both the military command and the civilian command. The Ministries which can send experts to the civilian crisis management missions run their own selection processes.

The National Action Plan of the Spanish Government for the Implementation of UNSCR 1325 on Women, Peace and Security (NAP 1325) provides political guidance on gender equality for crisis management missions and operations. The NAP on UNSCR 1325, drafted in 2007 and currently under review, focuses on the gradual incorporation of women into the national military and state security forces. It proposes the facilitation of the participation of women in the crisis management operations and the creation of an all-female database of candidates for senior positions within international organisations.

Spain is committed to promoting the participation of women in the Spanish armed forces. There are a number of male champions who support women's participation internally arguing that 'both men and women have the same right and the same duty to serve their country'.<sup>45</sup> The Constitutional Law 3/2007 for Effective Equality of Men and Women forms the basis for much of the gender-equality measures within the Armed Forces and National Security Forces, particularly in regards to anti-discrimination and work – life balance measures.<sup>46</sup> The law established that all ministries should have gender units responsible for mainstreaming gender into their work. The purpose of the gender units is to study the situation of women in the respective agencies, to propose policies aimed at creating equal opportunities for men and women, and monitor their impact. A Military Observatory for women (with 2 persons) is placed under the Undersecretary of Defence, and there is a Gender Adviser who works closely with the operations commander to integrate a gender perspective into all areas of operations from policy and analysis to strategic communications.

Much of the gender-related work in both the military and Guardia Civil is focused on anti-discrimination, career development and work-life balance for both women and men.<sup>47</sup> Within the Guardia Civil some proactive recruitment measures exist, such as encouraging women to apply or positive discrimination, but these do not help overcome structural obstacles, such as the lack of, or very low number of, women in units which serve as a basis for recruitment (e.g. special forces or anti-terrorism units), the insufficient number of women in ranks, the unit commander's unwillingness to release staff for 1-2 years of service, or simply the lack of interest in international assignments for family or other reasons. The Spanish Ministry of Foreign Affairs in cooperation with the think tank community explored the option of creating a civilian crisis management capability, still to be coordinated by the military and the Guardia Civil.

All actors involved in the implementation of the NAP report to the MFA. A monitoring report is then compiled which is subsequently presented to the Parliament. There is also regular reporting on the

<sup>45</sup> Email interview with Colonel Dionisio Urteaga Todo, Spanish Armed Forces, December 2016.

<sup>46</sup> Email correspondence with Gender Advisor in Guardia Civil and an external presentation on Gender Equality within the armed forces, January 2017.

<sup>47</sup> Email correspondence, Jan. 2017.

integration of the UNSCR 1325 both internally from the operations and externally to the Parliament in regard to the military.

The institutions responsible for the implementation of UNSCR 1325 include the Government of Spain and the Ministry of Foreign Affairs. They regularly report on their activities and actions, while civil society organisations provide their own comments on the document [48]. Spanish civil society described the NAP 1325 as ‘reflecting the political commitment’, but lacking specific measures and tools to measure progress or the limited engagement of responsible ministries, other than the Ministry for Foreign Affairs and the Ministry of Defence [49]. The drafting of the second NAP 1325 will be an opportunity to show the level of political commitment by the Spanish government to increase the participation of women in crisis management missions and operations.

When looking at the results, Spain has a higher number of women in the armed forces than Germany and Belgium at 14.2 per cent. The number of women in the national security forces is much lower at just under 7 per cent within the Guardia Civil, and at 13 per cent within the National Police Force. Recruitment of women for peacekeeping missions is a challenge. In 2013, the percentage of Spanish women participating in crisis management operations worldwide stood at only 3.39 per cent [50].

## 2.5 Sweden

Sweden, together with Finland, actively promotes gender equality in crisis management, both at the international level and within the EU. Sweden’s Feminist Foreign Policy which drives to promote the implementation of UNSCR 1325 is well-known internationally. Strong political commitment to gender equality, to international crisis management and to the implementation of UNSCR 1325, have all contributed to Sweden’s success in leading by example with regard to women’s participation in crisis management.

There are three main entities that contribute knowledge, personnel and other resources to EU crisis management missions and operations: the Folke Bernadotte Academy (FBA) - a civilian agency dealing with recruitment, training and research of civilian experts, the armed forces and the police. Each agency is able to set its own organisational priorities, targets and strategies. The Folke Bernadotte Academy, for example, in line with the NAP, chose to focus on research and development of methodologies for gender mainstreaming. Given the low number of women in the armed forces, the military chose to focus on changing the working environment to increase the number of women recruited into the military and take measures to improve retention of women in their ranks. Given the recent focus of the Swedish police on increasing the participation of female officers in international crisis management operations, the focus is on sending more women abroad and increasing their numbers in management positions.

Since 1994, gender mainstreaming has been a central feature of the government’s gender equality policies. As a result, Sweden has a well-developed structure and a set of practices that ensure that work on gender mainstreaming is systematic and comprehensive. In 2013-2014 the Swedish government initiated a ‘Gender Mainstreaming in Government Agencies’ project which instructs 59 government agencies, including all agencies working in crisis management (Swedish Armed Forces, Swedish Police, Swedish

<sup>48</sup> ‘Action Plan of the Government of Spain for the Implementation of Resolution 1325 of the Security Council of the United Nations (2000), on Women, Peace and Security,’ 2000, [http://www.peacewomen.org/sites/default/files/spain\\_nap\\_2007\\_english.pdf](http://www.peacewomen.org/sites/default/files/spain_nap_2007_english.pdf).

<sup>49</sup> ‘Spanish action plan for resolution 1325. Report III and IV, and independent valuation,’ *WIDE – Spain, CEIM, Coordinadora, WILPF Spain*, pp. 1, [http://www.peacewomen.org/sites/default/files/cso\\_report\\_spain\\_nap\\_english.pdf](http://www.peacewomen.org/sites/default/files/cso_report_spain_nap_english.pdf).

<sup>50</sup> ‘Plan de Acción del Gobierno de España para la Aplicación de la Resolución 1325 del Consejo de Seguridad de las Naciones Unidas (2000), Sobre Mujeres, Paz y Seguridad. III Y IV Informe de Seguimiento,’ febrero 6, 2014, pp. 16, <http://www.igualdadenaempresa.es/novedades/noticias/docs/28-03-14-III-y-IV-Informe-de-Seguimiento-PA-Res-1325.pdf>.

Prison and Probation Service, Civilian Contingency Agency, Folke Bernadotte Academy), to integrate a gender perspective into all their operations [51]. The Swedish Secretariat for Gender Research – which has been an actor in the area of gender research and gender equality since 1998, and carries out assignments on behalf of several national, Nordic and European actors - supports the government agencies in their work. Sweden also announced plans to establish a specialised gender equality agency by 2018 which will contribute to effective implementation of gender equality policy [52].

In order to guarantee smooth implementation of this project, political guidance for the civil service and internal priorities and strategies on crisis management were set up specifically with regard to gender-mainstreaming. The government provides annual guidance for gender mainstreaming and requires annual reporting on the implementation of UNSCR 1325 drawn up by the Ministry of Foreign Affairs.

In 2012, the Swedish government adopted seven indicators to measure the implementation of UNSCR 1325 in the work of the agencies that participate in international crisis management operations. The indicators provide for relatively comprehensive and elaborate reporting. The 2015 annual report (the latest available) compiled by the Folke Bernadotte Academy, describes the actions each agency undertook to streamline the resolution into its work [53].

Each agency involved in crisis management has special resources, both human and financial, allocated to support internal gender-related work. These can range from full-time to part-time personnel providing support in areas such as recruitment, research, policy development, and integrating gender into crisis management missions and operations. Finally, senior management in the police and in the military as well as in other agencies can participate in a two-year Gender Coaching programme. As part of the programme, an expert in gender equality and gender mainstreaming offers personal advice to senior managers on how to integrate a gender perspective in line with UNSCR 1325 into management and leadership practices at a strategic level.

Finally, in its 2016-2020 NAP Sweden aims to align its' experiences drawn on from its partnership with NATO to ongoing work with other organisations, not least the EU, with the intention of disseminating knowledge and developing best practice.

## 2.6 Findings

Leading by example is the most effective way of encouraging change hence the need for a leadership commitment and hands-on approach to change mind-sets and behaviours. Political commitment by governments to gender equality in all aspects of life, including specifically in crisis management, is crucial to drive change. In Finland and Sweden, the frontrunners in gender equality, political leaders (prime ministers or ministers) have set both the direction and tangible targets. Through 'hands-on' leadership, these targets were translated into processes and actions for the civil services responsible for sending experts into crisis management missions and operations. These processes and actions can include government programmes, civilian crisis management strategies, gender equality strategies or action plans for agencies that second personnel, indicative planning and performance management documents for the civil service agencies, or NAPs on the implementation of UNSCR 1325 on Women, Peace and Security.

In the member states reviewed for this study, NAPs most often reflect the political commitment to increase the number of women in crisis management operations. The impact of these NAPs appears to be twofold. Primarily, the process of drafting an action plan, especially if it is public and consultative, has sensitised the

<sup>51</sup> 'GMGA: Gender Mainstreaming in Government Agencies,' *Swedish Secretariat for Gender Research*, n.d., <http://www.genus.se/en/about-us/our-assignments/gmga/>.

<sup>52</sup> 'Swedish Government to establish gender equality agency,' *Government Offices of Sweden*, 2016, <http://www.government.se/press-releases/2016/09/swedish-government-to-establish-gender-equality-agency>.

<sup>53</sup> 'Svenska myndigheters genomförande av FN:s Säkerhetsrådsresolution 1325, perioden 1.1 + 31.12.2015,' April 15, 2016, <https://fba.se/contentassets/d9d099cfe9414ee7858a3f2f7be478c8/final-2015-indikatorrapportering.pdf>.

responsible agencies, such as the police as well as ministries of defence, interior, and justice to the commitment and to the need to increase the number of women in international crisis management. This has resulted in increased acceptance of the plan as well as increased commitment by these agencies, especially if concrete responsibilities have been assigned. Secondly, it established a mechanism against which progress could regularly be measured by the ministry coordinating the implementation of the NAP. However despite the EU-wide commitment to the UNSCR 1325, Bulgaria, the Czech Republic, Cyprus, Greece, Hungary, Latvia, Luxembourg, Malta, Poland, Romania and Slovakia have not yet adopted NAPs on the implementation of UNSCR 1325.

The NAP is a good start, but as practice shows, it is not enough if it is not allocated the necessary human and financial resources and the political clout needed for its implementation. More detailed and explicit targets,<sup>54</sup> internal action plans and related monitoring mechanisms and data collection methods are necessary to measure progress and support further action. Initiatives along these lines could be the next steps for member states.<sup>55</sup>

Finally, recruitment and retention policies are key to increasing the number of women in civilian missions and operations. The low number of women working in the security sector in the member states is the biggest challenge to recruitment, particularly for military operations and for operations departments in civilian crisis management missions. Some member states do not systematically propose female candidates for selection at all. An insufficient number of women in senior positions within the institutions and a lack of interest seem to be the most often cited reasons. However, it is unlikely that there are not enough qualified women who can do the job, they may just need to be given an opportunity, and i.e. professional development opportunities need to be provided earlier in the careers. In order to address this challenge, the security sector and its institutions in several member states have to establish targets to raise the number of women in their ranks.

### 3 Effects of women's participation in CSDP missions and operations

Research on the impact of women in crisis management missions and operations has largely focused on UN and NATO deployments. Most studies focused on either female staff's contribution to operational effectiveness, or monitored the implementation of the UNSCR 1325 in peacekeeping and peacebuilding missions [<sup>56</sup>]. No specific research measuring the impact of women in managerial positions in the EU crisis management missions and operations could be identified [<sup>57</sup>], a gap that this research tries to shed light on. The European Parliament Security and Defence Committee and its research services are well placed to further strengthen and support research into this area to uncover data and evidence for better policymaking.

<sup>54</sup> E.g. the Finnish NAP 2013-2016 sets a target of 40 per cent of women in civilian crisis management operations.

<sup>55</sup> E.g. the Swedish Folke Bernadotte Academy monitors on a yearly basis the application of gender equality principles by the seconding agencies.

<sup>56</sup> 'UN: Ten-year Impact Study on the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping. Final Report to the United Nations Department of Peacekeeping Operations, Department of Field Support. United Nations Secretariat,' 2010.

'Uniting Our Strengths for Peace – Politics, Partnerships, and People: Report of the High-Level Independent Panel on United Nations Peace Operations,' 2015.

'Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325,' *UNWOMEN*, 2015.

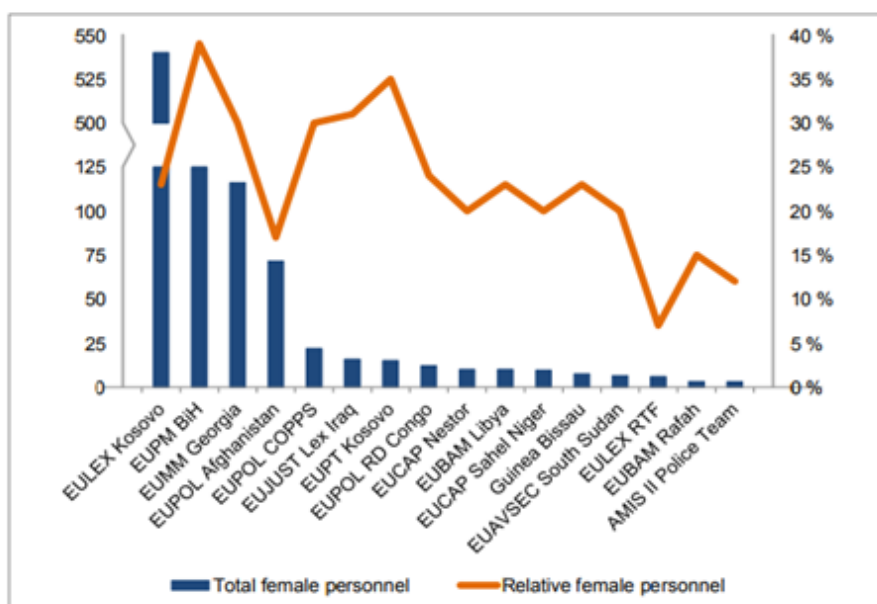
<sup>57</sup> McKinsey & Co have conducted studies on the impact of women in senior management positions on private sector companies under *Women Matter*-project.

With support from the Civilian Planning and Conduct Capability (CPCC) and commitment by some member states, the general dynamic towards the appointment of more women in CSDP structures overall, but particularly in leadership positions, is positive. During the autumn of 2016, there were five female heads of missions (Pia Stjernvall in EUPOL Afghanistan, Natalina Cea in EUBAM Rafah, Alexandra Papadopoulou in EULEX Kosovo, Maria-Cristina Stepanescu in EUCAP Nestor and Kirsi Henriksson in EUCAP Sahel Niger), and five male heads of missions. There were also two female deputy heads of mission (Simonetta Silvestri in EUCAP Nestor and Lena Larsson in EUPOL COPPS). There are also women who occupy mid-management positions in these missions.<sup>58</sup> Overall, however, the number of women working in CSDP missions and especially military operations remains very low (slightly over 20 per cent in civilian missions according to the recent EU baseline study and between 3 to 8 per cent depending on rotation in operations). According to the latest EEAS data (from October 2016), 719 out of the total 2467 units of civilian CSDP missions –including both seconded, internationally and locally contracted staff- are female [<sup>59</sup>]. Figure 1 on the next page also indicates the absolute numbers and percentages of women deployed in individual civilian CSDP missions in the period 2007-2013 per mission.

Measuring the impact of women’s participation in CSDP missions and operations is challenging because of the relatively small number of women in CSDP and the overall lack of statistical data on their positions within the organisation. It will also take some time to clearly observe and document the possible effects the recent increase in the number of female heads of missions might have, effects that are likely to grow more pronounced as the numbers of women grow. Subsequently, the aim of this study is to offer an overview of the effects of the appointment of women in CSDP missions at both operational and managerial positions, by presenting several concrete examples.

**Figure 1:** Absolute numbers and percentages of women deployed in individual civilian CSDP missions

**Absolute numbers and percentages of women deployed in individual civilian CSDP missions (2007-2013 average):**



Source: EEAS, published in the ISS report *Gender balancing in CSDP missions* by M. Meiske.

<sup>58</sup> EU civilian missions do not systematically collect gender-disaggregated data on other positions within the missions, so it is difficult to assess what proportion of managerial positions women have held.

<sup>59</sup> A. Creta, A. di Martino, M. Nemedi, and P. Taitto, 'Civilian and military personnel in CSDP missions and operations,' *European Parliament*, 2017, pp. 14.

## 3.1 Increased operational effectiveness

### 3.1.1 Women as role model actors in the security sector

Often, women in operations are described either as role models or as enablers that challenge stereotypes and cultural limitations of not only their own countries, but of their host countries as well. Women as patrol leaders, as drivers or as police officers, challenge the stereotypes of host communities and redefine the kind of roles women can play in societies. They might influence local leaders to rethink the roles local women can play in their own societies. The presence of a woman as a head of mission on the other side of the table sends a strong signal about women's professional capabilities. Women performing military duties, such as security checks or military patrols can show how they can contribute to the armed forces, especially in societies where female participation in the armed forces is a taboo. At the same time, they can handle security concerns that affect a large part of the population; that is women who often cannot be served by male security or military personnel due to cultural restrictions. An international police officer reported that the work of the international female police officers who trained Afghan female police influenced the way the local police commander viewed the tasks women were capable of performing. As a result, local female police officers not only performed security checks, but also participated in investigations and other regular police activities. Additionally, the presence of women in missions and operations can also open up career considerations in the security sector to local women.

In traditional, patriarchal contexts it is also important not to create or reinforce stereotypes. One expert warned that it is important to pay attention to who performs gender-sensitive tasks, as it is easy to profile women into working on cases of violence against women or domestic violence. In a concrete example, at the beginning of a CSDP mission's work in Ukraine on community policing, the community policing team consisted solely of women. Through the local cultural prism this translated into a perception that community policing was a soft issue and not as important as other areas in civilian security sector reform on which the mission was working. Therefore, not only increasing the number of female mission members, but also placing them strategically and paying attention to diversity merits consideration. This diversity should, however, also be reflected at the top as there remains a significant lack of women in senior positions within the different CSDP missions [60].

Finally, role modelling in training is one of the most effective ways to change mind-sets. It is important to engage (male) leadership on the topic of the contribution women can make to the team and how they can work with diverse teams. In conservative societies where most CSDP missions operate, men in the security sector institutions are the enablers of change and the guarantors of success of efforts to promote gender equality. In this regard increased top-down support is also necessary to create a higher prioritization and awareness of gender issues. Mixed training teams, performing different roles, teach not only the skills, but also patterns of behaviour, for example: how a male team leader should treat his female colleague on patrol or when making decisions. Additionally, during a Women in International Security (WIIS Brussels) meeting on the issue, representatives of several CSDP missions indicated that more attention should be directed to gender during trainings, as there remains a low level of knowledge and understanding among personnel for gender issues. Several speakers reported about instances of resistance when the topic of gender equality was raised.<sup>61</sup>

### 3.1.2 Diversity increases effectiveness

Diversity is important for implementing many operational tasks such as increasing situational awareness, reaching out to different groups in society, or further strengthening training and monitoring. There is a need for teams with gender diversity to effectively carry out their duties. The presence of women in CSDP

<sup>60</sup> 'Gender and Human Rights in CSDP missions and operations.' *WIIS Event*, June 28, 2017.

<sup>61</sup> 'Gender and Human Rights,' 2017.

missions has contributed to a better acceptance of these missions by the local population, as women can reach out to members of both sexes. Teams with gender diversity are more situationally aware and are better able to understand local communities' culture, which helps them develop informed responses to different circumstances. In Georgia, for example, there are no women serving at the check-points along the Administrative Boundary Line that divides the conflict areas. Consequently, as local civil society's representatives pointed out, local women preferred to talk to female personnel on the mission's patrols rather than local security officers. Local interlocutors, often due to cultural stereotypes, frequently see women as less aggressive or more acceptable [62].

Diversity in teams has the advantage of improving creativity. This is attributed both to skills and approaches as well as to different institutional backgrounds that women might bring to the job. Research shows that women tend to adapt their communication styles which are suited to the environment they are in, including a higher degree of sensitivity and placing more emphasis on relationships [63]. The majority of women working in the missions tend to come from civilian backgrounds and because of this are ready to question established ways of doing things and propose new operational concepts. For example, in Afghanistan, through the work of one of the female advisers, the mission helped create 'Female Police Councils' that contribute to the implementation and sustainability of reforms in the region. This in turn, has helped women touch upon difficult subjects such as human rights violations within the Afghan police force, or have a calming effect in tense situations. Ms. Stjernval's ability to build a good relation with the First Lady of Afghanistan has helped create essential political support for female policing in the country.

Finally, there are more women with civilian backgrounds interested in working for the missions than female personnel in the security sector, hence there are more women working as reporting officers on human rights violations, violence against women, and other areas. As a result, it is often women who bring attention to parts of the mandates and operational documents that get lower priority, and thus contribute to a more effective and all-round implementation of the mandate.

### 3.1.3 Strengthen EU's credibility in the host nation

Gender equality is a fundamental right recognised by the EU. CSDP missions and operations with few (or no) women among its international staff undermine the EU's credibility as a community of values, a frontrunner and a promoter of human rights and gender equality. The EU and its member states have repeatedly pledged to further the implementation of UNSCR 1325 in all its peacebuilding and conflict prevention efforts, including crisis management. Part of CSDP leadership's duty is to continuously advocate with the host countries for the inclusion and representation of women in state institutions and in the security sector. However, the lack of women in senior positions within CSDP's own ranks, and within law enforcement agencies with the EU, seriously undermines the credibility of these efforts.

'Leading by example' is the best strategy to drive change both within the EU and among the host nations where CSDP missions and operations take place. Behind the political jargon of mandates and technical details of operational activities, the aim is to influence mind-sets and develop sustainable solutions for security problems in the host nations. 'Seeing is believing' is a famous saying, and it is important to 'see' women take on challenging tasks and succeeding. This is equally true for the host nations where the EU operates, as well as for the EU security sector institutions themselves.

<sup>62</sup> Whitman, T., and O'Neill, J., 'Attention to gender increases security in operations: Examples from the North Atlantic Treaty Organization (NATO),' *The Institute for Inclusive Security*, April 2012, pp. 13.

<sup>63</sup> Zenger, J., and J. Folkman, J., 'Are Women Better Leaders than Men?' *Harvard Business Review*, March 15, 2012, <https://hbr.org/2012/03/a-study-in-leadership-women-do>. For literature review on the topic, see K. Merchant, 'How Men and Women Differ: Gender Differences in Communication Style, Influence Tactics and Leadership Styles,' *CMC Senior Thesis, Claremont University*, 2012, [http://scholarship.claremont.edu/cgi/viewcontent.cgi?article=1521&context=cmc\\_theses](http://scholarship.claremont.edu/cgi/viewcontent.cgi?article=1521&context=cmc_theses).

## 3.2 Effects at the managerial level

Many interviewees perceived female leaders and managers as role models for other women. Despite a degree of prejudice, they show that women can succeed as leaders in volatile conflict situations and in male-dominated environments. For example, the appointment of two Finnish women as heads of the EU crisis management missions raised media attention internationally which, one interviewee said it 'might inspire women to strive for more.'

Interviewees also said the presence of women in senior and management positions contribute significantly to increased attention to gender-related activities by their counterparts. Maria-Cristina Stepanescu, the Head of EUCAP Nestor, said that during her first visit to the head of the Somali police, her interlocutor extensively presented gender-related activities undertaken by the police. Pia Stjernvall, the Head of the EUPOL Afghanistan mission, said that under her leadership, local political support for gender-related issues increased, and problematic issues related to the treatment of Afghan policewomen were more often addressed.<sup>64</sup>

Female managers are also said to make a difference in decision-making. Research conducted in the private sector regarding managerial behaviour of women and men shows that even though there is no significant difference between good male and female managers, women tend to exercise more consensual and participative decision-making, invest more in people, motivate differently (provide inspiration, serve as a role model, and employ an expectation-and-reward system). This in turn contributes to a more positive working environment, accountability and a more effective team leadership [65]. In line with these findings, interviewees concurred that the presence of both female and male staff around the table often changes the tone of conversations. In conflict environments, decisions need to be taken under pressure in complex, sometimes quickly changing and often culturally challenging situations. Sometimes these decisions have wider reaching consequences on a community, as a whole. In these situations, diverse teams 'comprising of different genders, age groups and nationalities' were described by members of the management team interviewed as more likely to provide quality advice for more informed decision-making by a head of mission. One interviewee suggested that at least one of the three key positions in the senior leadership (Head of Mission, Deputy Head of Mission and Chief of Staff) should always be held by a woman to 'tamper rash decisions' because: 'women tend to question decisions more readily and mediate better'.

The CSDP working environment is a very particular one as staff comes from different institutional and cultural backgrounds. This might in turn have an influence on how staff understands orders, relates to hierarchy and authority, or interprets behaviours. Many mission members are deployed for limited time periods (from one to four years as a general rule). Additionally, missions and operations are temporary organisations without strong organisational culture or permanent structures, and managers come to play an important role. Managers in CSDP missions face a diverse set of challenges, often different from those faced at home. Female managers have been cited to creating a common goal, investing in team building, giving credit to others as well as stressing how important the work is and as one senior official put it, 'a happier mission makes for a more effective mission'.<sup>66</sup>

Finally, women as managers have clearly contributed to a more positive working environment. In the presence of female managers, women working in the missions reported feeling safer and more comfortable to tackle sensitive issues such as (sexual) harassment. Female managers tend to be more sensitive to different types of discrimination, harassment and act on it more readily.

<sup>64</sup> Interview with Pia Stjernvall, Head of Mission, EUPOL Afghanistan, December 2016; Interview with Maria-Cristina Stepanescu, Head of Mission, EUCAP Nestor, December 2016.

<sup>65</sup> 'Women Matter 2: Female Leadership,' *McKinsey and Company*, 2008.

Interviews with mission members, EUAM Ukraine and EUPOL Afghanistan, December 2016.

<sup>66</sup> Interview with Kenneth Deane.



While the public image of the EU, through its missions and operations has not been a centre piece of this study and related interviews, there have been some indications that attention to (gender) diversity of the mission and operations contributes to the acceptance that is given to the EU as an institution as well as its policies.

The examples above are just a snapshot of ways in which the presence of women has made a difference in the missions and operations studied. There is, however, a need for more systematic research to understand the impact of the growing number of women in the EU's CSDP missions overall and more specifically in managerial positions. Indeed, these questions have rarely or never been posed in this way.

## 4 Challenges and ways forward

### 4.1 Engage leadership

The EU leadership's 'hands-on' approach to ensuring equality between men and women is crucial. It is possibly the most obvious in recruitment, in ensuring a positive working environment and, as a result, in a more effective implementation of the mission or operation's mandate. At the EU level, Civilian Operations Commander Kenneth Deane has championed the appointment of women into senior leadership roles such as appointing them as heads of missions. He has proactively encouraged member states to present qualified female candidates to senior positions and appointed two female Finnish heads of mission in EUCAP Sahel Niger and in EUPOL Afghanistan. He hopes that 'leading by example' within CPCC will challenge member states to look for ways to increase the number of females, not only in the security sector, but also in senior positions within the sector and beyond. Stating that more women are needed in the CSDP missions and operations makes the goal clear and specific, it allows to measure progress, to address setbacks, and to devise new policies or revise old ones.

Brussels EEAS headquarters has made improving the working environment one of its priorities to ensure women's participation in the missions. So far, the focus has been on strengthening the code of conduct, which sets the standards of behaviour for the mission members, on the implementation of the code of conduct and on the protection of whistle blowers. However, it is still problematic for many to report as they feel that no action will be taken against those reported on. It is important that the leadership is engaged, that inappropriate behaviour is reprimanded, and that people feel safe in reporting such behaviour. It should not matter whether managers are male or female.

### 4.2 Tackling prejudices

Matters like prejudices in EU institutions, are more difficult to address. Even though crisis management missions operate in culturally conservative environments, women interviewed for this study that are working in missions and operations stated they faced more prejudices within the EU institutions and member states than in the host nations. Local interlocutors accept women in senior positions as foreign counterparts. However, many in the EU institutions and member states continue to argue that women are not as easily accepted by local representatives, in particular in conservative, patriarchal societies and hence the reticence to appoint more women in CSDP missions and operations.

The ability of women, especially those with civilian backgrounds, to do the job in conflict environments or in male-dominated fields such as the police force, has also occasionally been put in doubt. Negative perceptions of female colleagues' physical ability to do physically and psychologically challenging tasks, or at times initial lack of skills which are not necessarily part of everyday activities in a civilian life but can be quickly learned (such as changing tires) are among the prejudices that lead to a negative working environment. Looking at the heads or deputy heads of missions for example, women have led or do lead some of the toughest missions, in Afghanistan, in Somalia, in Mali and in Niger contradicting any misconceptions that women cannot take challenging roles or that they would be less capable in conflict

and male dominated environments. Practice also shows that once these prejudices are overcome, the atmosphere improves and teams become more creative and efficient. It seems that the EU institutions still have some way to go in learning to appreciate diversity, and a much wider debate needs to take place to explain its benefits.

### 4.3 Adapt job descriptions and family policies

The biggest challenge for both women and men who wish to participate in crisis management missions and operations is being separated from their family. In the EU, all missions and operations are designated as non-family, and all are assumed to work in hostile crisis environments. This, however, is not the case in many missions, for example EUAM Ukraine, EUMM Georgia, EUPOL COPPS/Palestinian Territories, EUBAM Rafah, EULEX Kosovo.

Employees are also expected to be on duty 24/7 and available at any time in case of emergencies. Despite attempts by some member states to have a discussion on different ways to support a better work-life balance and follow the family policy line of the EU Delegations on the ground, for the moment the only measure found is to offer generous leave conditions (for those missions under high security restrictions). Nevertheless, more can be done. Within the member states, some armed forces offer support to a spouse if both are in the military and one is sent to an international operation. In Finland, there is an attempt by the civilian seconding agency to provide support to the family members by explaining what crisis management work is like, through guides and other publications.

Furthermore, to adjust the current numerical imbalance of men to women, the easiest point to start with would be adjusting job descriptions to ensure they are gender-neutral, do not list skills or experience that might not be essential, and do not favour men due to crisis management structures within the member states or certain backgrounds. The issue of military ranks probably demonstrates it best. As many missions have training and advising as part of their mandate, job descriptions require experts that hold high enough ranks. Given the fact that women have only recently started to move up the ranks in comparatively bigger numbers than in the past, the pool of women might not be big enough to enable their easy recruitment for missions and operations. While sometimes ranks are essential, they are not always critical. Paying attention to an unconscious bias in recruitment and thinking about what skills are needed to do the job in the specific environment in which a mission operates, can help unleash creativity and will contribute to a more effective implementation of the mandate.

### 4.4 Strengthen recruitment and retention strategies

The low number of women working in the security sector in the member states is the biggest challenge to recruitment as CSDP missions are dependent on member states for applications. The low number is particularly challenging in military operations and for the operations departments in civilian crisis management missions. As one senior official put it, 'if women can lead a crisis management mission, there is no reason why there can't be more women in the security sector in the EU'. Whether assisting in building security institutions outside of the EU or adapting the security sector to new security challenges within the EU, 'the institutions that serve the society should reflect that society'.<sup>67</sup> Striving for gender equality in recruitment processes in order to achieve that goal should be the strategy or 'the right thing to do' as a senior EU official dealing with crisis management operations said.<sup>68</sup>

<sup>67</sup> Interview with Kenneth Deane, Civilian Operations Commander, EU's Civilian Planning and Conduct Capability, Brussels, November 2016.

<sup>68</sup> Interview with Kenneth Dean.

Finally, mentoring and advising can be crucial parts of recruitment and retention policies but no such established mechanisms appear to exist for women working in CSDP missions and operations. The biggest obstacle is that the personnel is 'on loan' from member states,<sup>69</sup> so creating permanent schemes within the headquarters in Brussels or within the missions and operations is challenging, but the option should not be discarded. A talent pipeline network exists within the EU institutions. The Folke Bernadotte Academy trains and mentors individuals for senior leadership positions during its yearly Senior Mission Leadership course, in which many women have participated. These platforms can be used to further support women in leadership positions in the CSDP, or new creative options can be sought such as funding a non-governmental organisation to set up and run a mentoring program.

## 4.5 Strengthen gender equality strategies

Understanding gender equality is instrumental to ensuring that there are a growing number of women joining CSDP structures. For example, it is important to pay attention in the recruitment process to the candidate's and the hiring team's gender awareness. Drafting gender equality strategies for missions and operations as well as EU departments dealing with crisis management will be a significant step forward. EUAM Ukraine, has drafted a gender strategy for the mission, which attempted to provide a collective answer to the question of how to make the mission more gender sensitive. In a consultative manner, the document looked at all aspects of the mission's work from job descriptions to different mission activities. Drafting the document helped broaden the mission's perspective and opened debates on this still relatively misunderstood topic. Such a move can help institutionalise a practice, which is now largely dependent on personal commitments of managers or expert staff

An exchange of best practices among the UN, NATO, the EU headquarters, member states and other international organisations most notably the OSCE and the African Union (AU) can inform policy-making and practice. Both the UN and NATO have long-term experience running complex crisis management operations and have amassed knowledge and invested into research on the importance of fostering diversity. NATO requests its member states annual monitoring reports on the number of women in military structures and the development of gender equality strategies.

Internally, reorganising the network of gender advisors and focal points can also enhance the efficiency of EU gender equality strategies. Already in 2009 gender advisors and focal points concluded that double hatting human rights and gender should be avoided in the future as it hinders efficiency of the role of the advisor or focal point [70]. During a policy debate with CSDP gender and human rights advisors hosted by WIIS Brussels in June 2017 representatives from CSDP missions reiterated this point. The utility of focal points would be increased when they can either focus on gender or human rights.

Finally, as already indicated earlier, many mission members, in particular in military and maritime operations are deployed for limited time periods. Therefore their time in office is regarded as being too short to make a difference in the field [71]. This is in particular the case when it comes to longer-term processes such as developing and implementing a gender strategy or working to develop relationships with colleagues and counterparts to advocate for these issues. One way to address this challenge is to deploy military personnel only for the position of gender advisor for a longer time period or alternatively to recruit a civilian gender advisor, as it has been done in some missions. In particular for military gender advisors it is crucial that the time spent abroad in this position is counted towards her/his career progression and not overlooked or disregarded in importance.

<sup>69</sup> Experts seconded by the member states occupy a vast majority of the managerial positions.

<sup>70</sup> 'ESDP Gender Advisors and Focal Points Meeting, 9-10 November 2009, Brussels,' *Council of the European Union*, 2009, pp.1, [http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/03-esdp-gender-advisors-focal-points-report-112009\\_en.pdf](http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/03-esdp-gender-advisors-focal-points-report-112009_en.pdf)

<sup>71</sup> 'Gender and Human Rights in CSDP missions and operations.' WIIS Event, June 28, 2017.

## 4.6 Collect sex-disaggregated data

Finally, gender equality experts have long suggested collecting sex-disaggregated data to have a full picture on where women are within the organisation. The Crisis Management and Planning Directorate and EU Military Staff, all in the European External Action Service (EEAS), collect sex-disaggregated data about their staff, but the practice is not systematic across missions and operations. The missions that collect sex-disaggregated data do not always collect data that shows which positions in the organisation women occupy. The lack of data means that it is impossible to say with certainty whether women occupy positions which are stereotypically feminine such as assistants, interpreters, etc., or whether they are relatively equally represented across the organisation and whether the organisation itself is using their talent to maximise its impact. From the interviews conducted one can deduct that it is easier to recruit female reporting officers, gender advisers, political advisers, assistants for head of mission office functions, but the number of women participating in military operations remains low. For example, there are only two women participating in EUCAP Nestor, and one of them is the head of mission. Sex-disaggregated data on whether there are female candidates for all positions can also help identify why women do not apply for certain positions. The European Institute of Gender Equality (EIGE) can be a good instrument to use. EIGE has significant experience and expertise in statistical data gathering and analysis, they already collect information on gender equality policies in other spheres of EU work and their remit could be expanded to include research and analysis on peace and security as well.

## 5 Recommendations

As evidenced above, CSDP policy and initiatives are largely driven by the member states within the EU framework. Therefore, in order to make CSDP structures more diverse and better equipped to tackle the security challenges of the twenty-first century, concerted efforts by these two main actors of crisis management are needed. The EU member states have a crucial role to play in ensuring the pool of potential CSDP recruits is diverse enough. EU member states are also the ones that can ensure more women are proposed for secondments for senior or middle management positions in missions and operations. The EEAS on the other hand is responsible for ensuring that when proposed for secondment more women are appointed to these senior or middle management positions. It is also the EEAS responsibility to ensure a conducive environment for both men and women to work in and that strong gender equality policies are not the exception but the rule across all missions and operations.

The European Parliament as the only institution directly elected by the European citizens has an important voice to bring to these debates. The prerogatives it has for the implementation of the EU Gender Equality Strategy within the EU could be a launching pad to ensure more is done in particular with regards to crisis management structures both within EU member states and at the EU level.

The section below encompasses therefore several concrete, action-oriented suggestions for short term actions to make EU crisis management not only more gender-friendly but also better fit to tackle the emerging security challenges inside and outside its borders, all by making better use of the resources it has at its disposal.

### 5.1 Specific recommendations for the European Parliament

#### **Adopt an own-initiative report and a resolution on gender equality policies in security sector institutions in member states and in CSDP missions and operations**

The report could have a two-fold aim. On one hand, it could provide an in-depth analysis of the remaining barriers for women's recruitment, retention and promotion in security sector institutions in EU member states. On the other hand, it could also further seek to understand the reasons for the low numbers of women wishing to be deployed to peacekeeping missions and peace-keeping operations overall.

An EP resolution on this topic would be a strong political signal sent to both the EEAS and to member states. Such a resolution could call for more transparency and accountability from the CSDP structures and encourage the rejection of all missions/operations' mandates that do not include concrete references to and commitments for the implementation of UNSCR 1325.

### **Propose a pilot project specifically dedicated to gender and CSDP**

Taking into account the experimental character of pilot projects (PP), the European Parliament could consider introducing a PP on gender and CSDP missions to test different approaches to improve the role of women in CSDP missions. This PP would also function in a way as to identify good practices in this field, to provide policy guidance for future initiatives and to include initiatives in the EU budget. While the European Parliament has in its past proposed a pilot project (PP) to enhance support for CSDP-related research (which was successfully included in the 2015 EU budget), there have not been similar initiatives on gender and defence related issues.

### **Commission the European Institute for Gender Equality to collect sex-disaggregated data and monitor gender equality policies in the security sector in EU member states**

There is currently little data available on the number of women in military operations. Civilian missions do not collect sex-disaggregated data on different positions within the missions. Having solid data will allow for informed analysis on the state of play of women's participation in the missions and operations, and provide a quantitative basis for policy analysis and policy options. To this purpose, the European Institute for Gender Equality could be allocated funds, through the European Parliament, to undertake work particularly focused on EU crisis management (including the collection and analysis of statistical data).

### **Organise targeted hearings and make gender equality a standing agenda item when receiving briefings from EU staff working in crisis management, in particular from senior leadership in CSDP structures**

Organise annual hearings with senior EEAS officials responsible for CSDP and with heads of missions and operations. Hearings could include requests for information on gender-disaggregated data, on personnel in the missions and operations, on the efforts made to recruit more women and to promote a gender-inclusive environment. The discussions could be framed in the context of the EU's image and efficiency and the impact of its policies.

## **5.2 Specific recommendations for the European External Action Service**

### **Strengthen rest and recovery policies and put in place family policies for missions where the security situation allow it**

As evidenced above, several missions could be considered as family-friendly or in all cases with a low-level of risk for the security of family members. In this context, specific policies (including health coverage and repatriation policies) could be put in place to attract a different pool of member states' expertise.

### **Promote the need for a binding political commitment to increase the number of women in the EU's crisis management missions and operations.**

Working on promoting the participation of women in the EU's crisis management missions needs a concrete plan of action with concrete numerical targets and practical measures to achieve them. Whether these proposals are very detailed and concrete or are more generally setting direction, it is essential that the actions outlined in the plans are clearly mentioned and integrated into other strategic documents (such as the global strategy or the newly published reflection paper on the future of European defence).

### **Organise a biannual seminar for member states' representatives to exchange best practices on gender equality policies in peace and security operations**

Practices of recruitment, training and research differ among the EU member states. Organising a seminar that can bring together practitioners, policy-makers and researchers from the member states, the EEAS, the EP and the Commission involved in preparing contributions to the EU crisis management missions and operations/ working on crisis management can constitute a forum to exchange best practices.

### **Make CSDP more transparent and accountable**

All documents and information produced in the framework of CSDP is automatically classified as secret. Publicising information that is not sensitive will contribute to the general learning in this area and make the CSDP structures more accountable for their commitments. In this regard it is also relevant to monitor the mission mandate on the implementation of a gender policy and to produce regular reports.

### **Promote the need for gender equality in the institutions that serve as a pool for candidates such as police, border guards, and ministries of justice, defence and interior.**

The EU depends heavily on the contributions from the member states to staff its missions and operations. As a result, the low number of women is a reflection of their generally low numbers in the security sector in the EU member states. Gender equality is a fundamental principle of the EU and all member states should follow up on their commitment to promote it. As only eighteen member states have adopted a national action plan for the implementation of UNSCR 1325, more guidance and coordination from Brussels is needed to incentivize member states to take steps to harmonize and align their priorities in this field.

## **5.3 Specific recommendations for the member states**

### **Member states should look at ways to strengthen recruitment and retention policies and promote women's participation in peacebuilding and peacekeeping missions**

One way to increase the number of women in peacebuilding and peacekeeping missions is to practice positive discrimination. Positive discrimination is when a female candidate is selected over a male candidate in case all qualification requirements are met. Another way to increase participation of women is to encourage women to apply when sending out calls for contributions.

### **Present more women candidates to serve as Heads of Delegations, EUSRs and Heads of Missions and Operations**

Giving women an opportunity is often what is needed for them to break through the layer of prejudice and unconscious bias. These women often serve as role models for others to strive for managerial and leadership positions.

## 6 Conclusions

The sheer size of effort to ‘change leadership behaviour’ in the private sector amounts ‘to nothing else but a cultural revolution,’ argues the *Women Matter 2* study [72]. Looking at the slow pace of women’s advancement in crisis management and the security sector in the EU, many have probably opted for something closer to a ‘cultural change’ instead; but either description captures the dynamics well. This ‘change needs to come from the top and from the outside’<sup>73</sup>, and it means that a concerted effort by the EU leadership, the member states and the civil society is needed. Research for this report found that political commitment, hands-on leadership, pro-active recruitment, training, monitoring and evaluation have been instrumental in increasing the number of women in the CSDP missions. To ensure that the EU is further recognized as a global player – both in terms of paying attention to human rights, diversity, gender equality and democratic principles over all – as well as paying attention to its capacities, how its funds are being spent, more needs to be done to maintain and go beyond the recent positive dynamics in order to provide responses that match the demands of the quickly changing security environment.

<sup>72</sup> *Women Matter 2: Female leadership, a competitive edge for the future*. McKinsey&Company, 2008, pp. 19- 20.

<sup>73</sup> Interview with Mariët Schuurman, Special Representative of the NATO Secretary-General for women, peace and security, Brussels, November 2016.

## 7 List of acronyms

CMC	Crisis Management Centre
CPCC	Civilian Planning and Conduct Capability
CSDP	Common Security and Defence Policy
BiH	European Union Force Operation Althea in Bosnia and Herzegovina
EU	European Union
EUBAM	Rafah: European Union Border Assistance Mission at the Rafah Crossing Point
EUAM	Ukraine: European Union Advisory Mission Ukraine
EUCAP	Nestor: European Union Maritime Security Capacity Building Mission in Somalia
EUCAP	Sahel Niger: Union Maritime Security Capacity Building Mission in Sahel Niger
EUPOL	COPPS: European Union Co-ordinating Office for Palestinian Police Support
EUFOR	Operation Althea in Bosnia and Herzegovina
EULEX	Kosovo: European Union Rule of Law Mission in Kosovo
EUMM	European Union Monitoring Mission in Georgia
EUPOL	Afghanistan: European Union Police Mission in Afghanistan
EUTM Mali	European Union Training Mission in Mali
FBA	Falk Bernadotte Academy
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
UNSCR	United Nations Security Council Resolution
ZIF	Berlin's Centre for International Peace Missions



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## Interviews

- Interview with Kenneth Deane, Civilian Operations Commander, Civilian Planning and Conduct Capability, November 2016;
- Interview with Ambassador Marriet Schuurman, Special Representative of the NATO Secretary-General for women, peace and security, November 2016;
- Interview with the Head of Mission EUCAP Nestor, Maria-Cristina Stepanescu, December 2016 and other staff members;
- Interview with the Head of Mission EU?OL Afghanistan, Pia Stjernvall, December 2016 and other former staff members;

- Interview with Head of Mission EUAM Ukraine, Kestutis Lanciskas, December 2016 and other staff members;
- Interview with a representative of the Belgian Ministry for Foreign Affairs, Foreign Trade and International Cooperation, November 2016;
- Phone interview with Jeroen Decuyppers, Attache, Belgian Institute of Equality of Women and Men, November 2016;
- Phone interview with Louise Olsson, Folke Bernadotte Academy, December 2016;
- Interview with Sofie From-Emmesberg, Finnish Ambassador to the Political and Security Committee, November 2016;
- Email correspondence with the representatives of the Spanish Armed Forces, Civil Guard;
- Email correspondence with EUTM Mali and EU Operation Althea in Bosnia and Herzegovina, August 2016 and January 2017.

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