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NOTE

from : Secretariat

to : Delegations

Subject : Implementation of UNSCR 1325 in the context of ESDP

In view of a forthcoming PSC meeting please find herewith the revised version of a draft operational paper, focusing on practical measures for taking work forward on UNSCR 1325 in an ESDP context, as agreed by the PMG at its meeting on 22 September 2005.

It is suggested that the content of this document should also be applied, as appropriate, to planning and implementation of other types of EU actions in areas of operation, in order to ensure consistency in the EU's approach.

References

- Ministerial Declaration of the Conference of Ministers of Gender Equality, Luxembourg, February 4, 2005.
- Council Conclusions on ESDP, GAERC, 23 May 2005
- Civilian Headline Goal, doc. 15863/04, 7 December 2004
- EU Guidelines on the protection of civilians in EU-led crisis management operations (doc. 40805/03), on children and armed conflict (docs 15634/03, 11521/04, 15957/04), human rights defenders (doc. 10056/04) and standards of behaviour (doc. 8373/3/05).
- Resolution 1325 (2000) of the United Nations Security Council concerning women, peace and security (UNSCR 1325)

I. Introduction

In February 2005, the EU Ministers on Gender Equality reaffirmed their commitment to implement and encourage initiatives, policies and programmes, following the United Nations Security Council Resolution 1325 concerning women, peace and security (UNSCR 1325). In May 2005, the GAERC encouraged its competent bodies to carry out further work in areas related to the implementation of specific aspects of UNSCR 1325.

UNSCR 1325 calls for increased involvement of women, at all decision making levels, in conflict prevention, crisis management and post-conflict reconstruction, as well as in areas such as DDR and promotes women as advocates for peace. It further acknowledges the need to take special measures in terms of protecting women and girls and to respect the different needs of men and women.

UNSCR 1325 clearly identifies women as important actors in peace-building and conflict mediation. It seeks to expand the contribution of women to field based operations and strives to increase consultation with local and international women's and human rights groups. UNSCR1325 stresses the importance of including gender related issues in training programmes for military and civilian personnel in preparation for deployment.

Gender equality is a fundamental principle of the EU's foreign and security policy. As stated in the Charter of Fundamental Rights of the EU, equality between men and women must be ensured in policy areas. At a time when the EU is continuing to develop its crisis management capacity and launch new operations, efforts should be made to integrate gender related issues in ESDP policy making, not as a separate issue, but as an aspect that permeates all action taken within this area. Gender mainstreaming in the area of ESDP is not a goal in itself; the ultimate objective is to increase the EU's crisis management capacity by mobilizing additional resources and exploiting the full potential of the human resources available and to make the missions more effective in establishing peace and security and strengthening democratic values. Gender mainstreaming concerns both sexes, and requires the commitment and participation of both men and women. The implementation of UNSCR 1325 will further contribute to the general objective of mainstreaming human rights into crisis management, in accordance with international human rights obligations and in line with the EU human rights guidelines, in particular the guidelines on Children and Armed Conflict and the draft guidelines on protection of civilians in EU-led crisis management operations.

II. Aim

This paper proposes measures to implement UNSCR 1325 within ESDP, contributing at the same time to the application of the EU's general approach on gender mainstreaming. These measures cover all planning and implementation processes from pre-conflict to post conflict phases. This paper constitutes a further step towards more systematic integration of gender perspective in the EU's external relations.

III. Measures to implement the UNSCR 1325

I. Measures to increase women's representation at all decision-making levels

- Strive for improved gender balance in ESDP decision making bodies;
- Encourage Member States to continue to take active steps to ensure that women are fully informed of and encouraged to apply for upcoming international assignments and vacancies, in particular senior ESDP positions;
- Strive for improved gender balance in ESDP operations. Calls for contribution and force generation conferences should specifically take this into account. While candidate selection will be based on qualifications, it should also consider gender balance. To enable a follow up of women's representation in ESDP operations, data and statistics provided by the EU Member States participating in operations should be gender-disaggregated. In this context, with full regard to operational requirements, Member States are encouraged to promote an appropriate gender balance in all ESDP relevant areas. National best practices on achieving a gender balanced structure in all areas should be shared;
- Promote the role of women as actors in peace building through their participation in peace negotiations as well as establishing transitional governments and reconciliation structures.

2. Measures to increase dialogue with local and international women's groups

- In the theatre of an ESDP operation, the EU should work closely together from the outset with the national and local authorities and civil society in order to promote the importance of gender issues, taking into account each specific situation. As part of the wider process of consultation, with all relevant parties, the EU should ensure that it solicits and incorporates the views of women and women rights groups in order to promote their participation. In this context, the ESDP operation should develop its actions in close coordination with the Commission and Member States providing assistance to local as well as international organisations and processes promoting women's rights, and their roles in peace processes;
- Appoint, where appropriate, a focal point specifically tasked to establish contact with local and international women's groups and organisations.

3. Measures to protect women and girls affected by conflict

- In the theatre of an ESDP operation the EU should call on all parties to take special measures to protect civilians, in particular women and girls, from gender based violence, particularly rape and other forms of sexual abuse, forced labour, and all other forms of violence in situations of armed conflict;
- ESDP personnel should be fully informed and trained on the Generic Standards of Behaviour for ESDP Operations. The implementation of the generic standards of behaviour should be regularly reviewed and evaluated.

4. Measures to incorporate a gender perspective into ESDP operations

- Gender issues should be included as a factor for consideration in the planning (including fact finding missions), implementation, monitoring and lessons learned process of ESDP operations and should be incorporated into the supporting documentation to these activities. The advice of the Personal Representative of the SG/HR for human rights could be sought;
- The EUSR, the Head of Mission or the Operation Commander/Force Commander should ensure that reports on gender issues are generated through existing reporting systems. In addition, dependent on the scale of the operation, a member of staff could be designated to advise him/her on gender issues;
- Disarmament, demobilisation and reintegration (DDR) programmes should include ex-combatants of both sexes on equal terms, taking into account the particular fate of women and girls in contemporary armed groups;
- The role of women in enhancing reintegration and reconciliation actions should be strengthened;
- Policies aimed at the protection and reintegration of Internally Displaced Persons (IDPs) should take gender issues into account.

5. Measures to ensure gender training and awareness raising

- Urge Member States to develop and offer a training course on gender in ESDP operations as part of broader human rights training. It could be standardised and offered every year as a part of the EU Training Program in ESDP;
- Include a gender perspective into all EDSP training activities under the responsibility of the European Defence and Security College (ESDC);
- Include gender issues in all pre-deployment mission training, in particular but not limited to senior management, as well as in any induction or in-mission training. This training should also include HIV/AIDS awareness modules;
- Include a gender perspective in all relevant crisis management training activities under the responsibility of the European Commission;
- Consider using UN and other external gender experts to assist in preparing training materials and as visiting lecturers to EU training activities in ESDP programmes; use the UN's Gender Resource Package for Peace Keeping Operations.

6. Further actions aiming at strengthening the implementation of UNSCR 1325

- Increase cooperation, information sharing and exchange of best practice with other international organisations such as the UN, the OSCE, NATO, ICRC and international NGOs; include implementation of UNSCR 1325 in the regular dialogue with these organisations;

- Promote the importance of gender issues in the framework of EU relations with third countries or regional organisations in the field of ESDP;
- Ensure that aspects of gender are reflected in public information on ESDP;
- Invite the EU Institute for Security Studies (ISS) to conduct a case study on gender mainstreaming with regard to ESDP operations;
- Exchange best practices among Member States on gender mainstreaming in security and defence, including the implementation of UNSCR 1325.

Member States, the Council General Secretariat and all other relevant EU bodies are invited to implement the proposed measures. The Council General Secretariat will initiate a review of the implementation based on the case study and the lessons learned process.
