



Council of the  
European Union

Brussels, 5 February 2024  
(OR. en)

6141/24

**CIVCOM 22**  
**CFSP/PESC 187**  
**CSDP/PSDC 64**  
**RELEX 147**  
**JAI 182**

#### **COVER NOTE**

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From:	European External Action Service (EEAS)
To:	Committee for Civilian Aspects of Crisis Management (CIVCOM)
Subject:	Updated Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming

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Delegations will find attached document EEAS(2024) 127.

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Encl.: EEAS(2024) 127

**EEAS (2024) 127**

**EUROPEAN EXTERNAL ACTION SERVICE**



Civilian Planning and Conduct Capability – CPCC

**Working document of the European External Action Service**

**of 31/01/2024**

<b>EEAS Reference</b>	<b>EEAS (2024) 127</b>
<b>Distribution marking</b>	<b>Public</b>
<b>To</b>	<b>Civilian CSDP Missions</b>
<b>Subject</b>	<b>UPDATED CIVILIAN OPERATIONS COMMANDER OPERATIONAL GUIDELINES FOR MISSION MANAGEMENT AND STAFF ON GENDER MAINSTREAMING</b>
<b>[Ref. prev. doc.]</b>	<b>EEAS(2018)747</b>

## CIVILIAN OPERATIONS COMMANDER OPERATIONAL GUIDELINES FOR MISSION MANAGEMENT AND STAFF ON GENDER MAINSTREAMING

### Foreword by Civilian Operations Commander

Dear colleagues,

The first version of the Operational Guidelines on Gender Mainstreaming were published in 2018 as a joint product of the CPCC and the Missions. After five years of implementation, the time has come for an update which has been done in co-operation with the Missions. I therefore want to seize this opportunity to express my gratitude to all the Gender Advisers in the Missions for their valuable contributions in this review process. It has shown that the Guidelines produced in 2018 have been very useful.

Our policy on gender mainstreaming has expanded over the past five years. We have better and more comprehensive frameworks, such as the EU Gender Action Plan III and the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions. The main tools of gender mainstreaming have created more developed understanding of how gender mainstreaming is implemented in the Missions. We have gathered a great deal of good practices and continue to use them to develop more practical ways to integrate a gender perspective in all civilian CSDP Missions. Issues such as gender-responsive leadership and ensuring safe and inclusive working environment have also gained traction.

In gender mainstreaming, concrete implementation is really the key. The emphasis in the attached document is therefore on the operational elements: what to do, and in particular how to do it? To that end, the guidelines contain a number of checklists, concrete examples, and best practices. New elements include, among other, updated policies and frameworks, new and updated examples and more user-friendly checklists and clarification of concepts.

The starting point is that gender mainstreaming ensures the effectiveness and impact of CSDP Missions, and is fully part of mandate delivery. The very key element of mainstreaming is on integrating the gender perspective into all aspects of daily Mission work. While some specific work is required, the focus remains on the systematic consideration of gender aspects in daily Mission work, both in terms of mandate delivery and in terms of the Mission's internal functioning.

I trust these guidelines, intended for all Mission staff, will become a concrete and helpful tool in taking forward the gender dimension, and hence contribute to more effective and sustainable mandate delivery.

Stefano Tomat  
Civilian Operations Commander

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### A. Purpose, scope, and rationale

These Guidelines are designed for CSDP Civilian Missions to support Mission Management and Staff. They will help to systematically mainstream a gender perspective and adopt gender equality policies, including those enhancing women's participation and empowerment and the implementation of the United Nations Security Council Resolution (UNSC) 1325 on Women, Peace and Security (WPS). The implementation of the guidelines will foster a Missions-wide uniform and recognizable approach and enable better co-ordination, monitoring and reporting in CPCC.

**The immediate purpose of gender mainstreaming is to ensure that boys/men, girls/women in all their diversity are not discriminated against and will benefit equally from policies and actions. It is important to ensure that any policies and actions do not exacerbate or perpetuate gender inequalities. The long-term objective for gender mainstreaming is to achieve gender equality.**

All CSDP Missions have a general duty to adhere to and implement in practice UNSCR 1325 on Women, Peace and Security and its subsequent resolutions<sup>1</sup>, as well as to contribute to the implementation of the current EU Gender Action Plan (GAP). This generally takes two forms:

1. Integration of a gender perspective throughout the Mission mandate delivery;
2. Integration of a gender perspective in the way in which the Mission functions internally.

All staff in CSDP Missions are expected to read the whole document. This applies particularly to the members of the senior management team who are responsible for gender mainstreaming, and Gender Advisers and focal points who are facilitators in the process. For mainstreaming within operational sections, and for the institutionalisation of gender mainstreaming, staff members are encouraged to read and apply relevant sections of the document. The guidelines are meant also to be a toolbox, to which the staff can refer to whenever they need guidance on specific issues.

The Guidelines cover all phases of the Mission cycle, i.e. analysis, planning, conduct of operations/mandate implementation, reporting, monitoring and evaluation, and review. They also extend to in-Mission responsibilities related to the Mission staff, e.g. human resources, working environment, the Code of Conduct, training and inductions, and to those related to the host State, such as addressing gender equality, non-discrimination, and the participation of women. They introduce definitions and the need for sex disaggregated data collection. The use of these Guidelines will foster a Missions-wide uniform and recognizable approach to EU policies pertaining to gender equality, women's empowerment and WPS.

The Women, Peace and Security framework has developed within the critical context of international peacekeeping and crisis management operations, on the uniform

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<sup>1</sup> [Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations 7109/1 \(2012\)](#)

acknowledgement of the disproportionate and unique impact of armed conflict on women and girls. UNSCR 1325 is the culmination of several decades of advocacy from within the UN system and from civil society organisations. It is the result of the ever-increasing recognition that women experience conflict differently than men and such variation requires tailored attention and expertise. It is further established that the active participation of women is crucial in preventing conflicts and in achieving reconciliation after a conflict has ended.

**Do it right and do it early!** Ignorance, unsound prioritisation, reluctance or plain indifference with regard to gender equality will lead to misinterpretations in analysis and flawed planning, with consequently poor results or even detrimental outcomes. Missions need to guard against evasiveness, suppressing or side-lining gender equality and gender mainstreaming aspects. Not integrating a gender perspective means that staff and managers ignore the Mission's effects on gender relations or variations in security needs of women and men. Side-lining means that the duty to integrate gender perspectives is placed solely on the Gender Advisers or Gender Focal Points, and as a consequence, responsibility of management and staff is denied or evaded.

**We mainstream gender because**

- **it is the right thing to do; gender equality is universally recognised human right**
- **it is the smart thing to do financially and operationally<sup>2</sup>; and because**
- **it contributes to greater security, peace and development.**

Integrating a gender perspective broadens our perception on security. Security and justice needs are different for men, women, boys and girls and depend on the local context in which the civilian Missions operate. A gender perspective enables us to use the full potential of available capacities, whilst we expand our horizon, create more comprehensive understanding and utilise networks. Furthermore, it ensures that we do not perpetuate existing gender inequalities and it helps to increase the prospects for transforming power-relations between men and women. Women, like men, have the right to live in dignity, and in freedom from want and fear, and should be equally empowered, represented and consulted when it comes to decisions which affect their lives and their futures.

### **B. EU Policy**

Equality between men and women is a foundational value of the EU. The Treaties, including the Charter of Fundamental Rights of the EU, state that the Union shall promote equality between men and women. The EU's policy on the implementation of the Women, Peace and Security (WPS) agenda is fully consistent with these values and obligations. Based on this, gender equality and WPS considerations form a fundamental part of the Common Foreign and Security Policy (CFSP) and thus Common Security and Defense Policy (CSDP).

The Council adopted the ***EU Comprehensive Approach on UNSCR 1325 and 1820 on Women, Peace and Security*** in 2008. This was updated in 2018 with ***EU Strategic Approach***

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<sup>2</sup> Coomaraswamy, R., & UN Women. (2015). Preventing conflict, transforming justice, securing the peace: a global study on the implementation of United Nations Security Council Resolution 1325.

*to Women, Peace and Security* accompanied with Council Conclusion. The most recent Council Conclusions on Women, Peace and Security were adopted in November 2022<sup>3</sup>.

As a more operational document for CSDP the *Implementation of the UNSCRs on Women, Peace and Security in the context of CSDP Missions and operations* was first issued in 2008 and revised in 2012. The latter stresses the need for gender mainstreaming from the early planning to the conduct of CSDP Missions and operations, including their follow-up and evaluation, and that:

- Gender mainstreaming concerns both sexes and requires the commitment and participation of both men and women.
- **Every member of a CSDP Mission has a personal responsibility to take these objectives into account in their work and to integrate a gender perspective.**
- Leadership at various levels has a particularly central role in implementing the EU policy.
- The document is to be used by all actors involved in planning and conducting CSDP Missions and operations, including Heads of Missions and Operations Commanders, as the key implementers of this policy at the operational level.

The EU also has a Gender Action Plan (GAP) for external action. The current *EU Gender Action Plan for 2021 – 2025 (GAP III)* guides all EU external actions, including CSDP.

The GAP III has six key areas of engagement:

- Ensuring freedom from all forms of gender-based violence
- Promoting sexual and reproductive health & rights
- Strengthening economic and social rights and empowering women and girls
- Advancing equal participation and leadership
- Implementing the women, peace and security agenda
- Addressing challenges and harnessing opportunities of green transition and digital transformation

The GAP III reiterates the need to continue implementing the three-pronged approach through targeted (specific) actions, gender mainstreaming, and political dialogue. Whereas (1) *gender mainstreaming* ensures that a gender perspective is integrated into all policies and actions, (2) *targeted actions* are particularly designed to redress identified gender inequalities. (3) *Dialogue* should also be used as a strategy to, for example, raise issues about gender and women, peace and security issues with key local counterparts in the host state.<sup>4</sup>

### C. Definitions

*Gender* refers to socially constructed characteristics of women, men, boys and girls. This includes norms, behaviours and roles associated with being a woman, man, girl or boy, as

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<sup>3</sup> <https://www.consilium.europa.eu/en/press/press-releases/2022/11/14/council-conclusions-on-women-peace-and-security/>

<sup>4</sup> The EU Comprehensive Approach makes reference to the three-pronged approach. Also, the template for a mission internal Gender Action Plan (see the annexes listed in Section K), follows this structure.



well as relationships with each other. Gender is often central to the way in which people define themselves and are defined by others. Gender norms change over time and place and as such they are time- and context-specific, and dynamic. Gender interacts with other social factors such as ethnicity, age, professional and economic status, sexual orientation and identity, etc. The concept of gender is not interchangeable with women, as gender refers to both women and men, and the relations between them.

**Gender equality** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but concerns and requires commitment and participation of both men and women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

**Gender mainstreaming** refers to the analysis, (re)organisation, improvement, development and evaluation of actions, so that a gender perspective is incorporated at all levels and at all stages, by the actors normally involved in the action in question<sup>5</sup>. In other words, it involves the integration of a gender perspective into the planning, design, implementation, monitoring and evaluation of all actions, including project, policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination<sup>6</sup>.

**Gender perspective** is a perspective taking into account gender-based differences when looking at any social phenomenon, policy or process. The gender perspective focuses particularly on gender-based differences in status and power, and considers how such discrimination shapes the immediate needs, as well as the long-term interests, of women and men. Taking a gender perspective 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 so that women and men benefit equally and inequality is not perpetuated.<sup>7</sup> A gender perspective is a conceptual framework, an interpretation methodology and critical analysis instrument that guides decisions, broadens and alters views, and that enables us scrutinise attitudes and identify gender biases, for subsequently considering and modification through dialogue their revision.<sup>8</sup>

**Gender-Based Violence (GBV) / Sexual and Gender-Based Violence (SGBV)** are umbrella terms for any harmful act that is perpetrated against a person's will, and that is based on socially ascribed (gender) differences between men and women. Acts of SGBV violate a number of universal human rights protected by international instruments and conventions. Many – but not all – forms of SGBV are illegal and criminal acts in national laws and policies. Around the world, SGBV has a greater impact on women and girls than on men and

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<sup>5</sup> Modified from the definition of the Council of Europe, please see

<https://www.coe.int/en/web/genderequality/what-is-gender-mainstreaming>

<sup>6</sup> <http://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

<sup>7</sup> [https://eige.europa.eu/taxonomy/term/1257?language\\_content\\_entity=en](https://eige.europa.eu/taxonomy/term/1257?language_content_entity=en)[https://eige.europa.eu/taxonomy/term/1257?language\\_content\\_entity=en](https://eige.europa.eu/taxonomy/term/1257?language_content_entity=en)

<sup>8</sup> <http://eige.europa.eu/gender-mainstreaming/concepts-and-definitions>

boys. It is important to note, however, that men and boys may also be victims of gender-based violence, especially sexual violence<sup>9</sup>.

### **D. Sex-disaggregated data collection**

Relevant and sufficient data needs to be available in order to provide planning staff, Mission management and those responsible for mandate implementation with an accurate picture of the context. This requires the gathering and analysis of sex-disaggregated data, broken down by women and men together with other relevant social factors such as age, geographical area, ethnicity or religion. Such data is indispensable for the successful integration of a gender perspective in planning and implementation of activities, and is to be used in reporting, briefings and presentations to adequately reflect the context of the Mission.

Internal sex-disaggregated data serves to support human resources management in their assessment of the gender balance in staffing, showing which positions women and men hold in a Mission.

Missions are requested to record disaggregated statistics related to both how the Mission functions and how the Mission delivers its mandate. As instructed in the GAP III, applying gender-sensitive and sex-disaggregated indicators and statistics is one of the minimum standards of gender mainstreaming. Sex-disaggregated statistics includes, but is not limited, to the following examples:

#### **External engagement:**

1. Records of those attending trainings organised by the Mission;
2. Records of local counterparts whom the Mission engages with (training, mentoring, advising etc.)
3. Records of the Mission staff members who are working with the local counterparts (trainers, mentors, monitors etc.)
4. Records of meetings of senior staff with interlocutors, including civil society actors as appropriate;
5. Any other area where the Mission deems it relevant to collect such data.

#### **Internal functioning:**

To ensure that men and women are represented on the selection panels, and to retain records on:

1. The gender composition of recruitment panels for both international and locally engaged staff;
2. The number of applicants disaggregated by sex for both international and locally engaged staff.

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<sup>9</sup> Definition extracted from the Comprehensive Approach to the EU implementation of UNSCRs 1325 and 1820 on Women, Peace and Security

Such records should be collected by the relevant functions such as conduct of operations or human resources and used in planning, conduct and reporting of operations (while being careful about rules on privacy). The statistics should also be used in the annual reporting on Gender Action Plan.

### **E. Conduct of operations**

#### **E.1. The process of gender mainstreaming**

The process of gender mainstreaming is to be fully adopted and owned by the Mission Management. Missions are required to outline objectives and to develop targeted actions on gender mainstreaming.

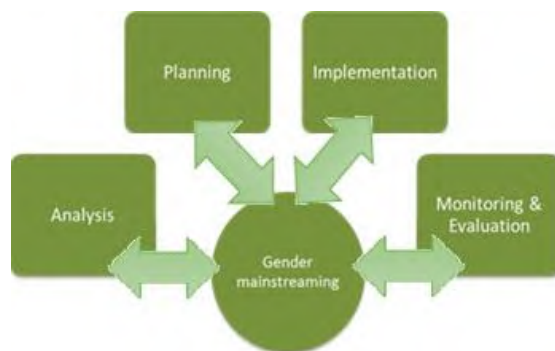
Each Mission is strongly encouraged to set up its internal *Mission Gender Action Plan* (GAP), within framework of the Mission's mandate. The Mission Gender Action Plan can be annual or aligned with the Mission mandate. It is good practice to connect the Mission Gender Action Plan to the Mission Implementation Plan and other planning documents.

The GAP should be approved by HoM and shared with CPCC. A GAP reflects how the Mission aims to contribute to EU policies pertaining to gender equality, women's empowerment and WPS and it outlines the 'what', 'how' and 'who' regarding its implementation. It is important that ownership and accountability for implementation of the Mission GAP is anchored across the Mission. Progress and impact should be evaluated on a yearly basis and reported to CPCC (see under Section E.6). A template for a GAP for CSDP Missions can be found in Section K.

Mainstreaming gender is a win-win strategy in support of achieving the Mission's mandate, ultimately contributing to more durable results. All staff members should integrate a gender perspective in their work at all times and ensure that men, women, boys and girls are not discriminated against and will equally benefit from the actions related to the implementation of the Mission's mandate. This can be achieved through staff members conducting gender analyses throughout their work (see section E.3 for more details).

#### **E.2. Mission phases**

Gender mainstreaming is to be included in all of the phases of the cycle of the operations, i.e.: analysis, planning, implementation, reporting, monitoring and evaluation, and review. In each of these phases we need to ensure that the situation/perspectives of women, men, boys and girls as well as the impact of our projected/concluded action on each of these groups have been considered. Effective gender mainstreaming begins with a gender analysis.



### E.3. Gender analysis

Gender analysis is a tool to understand the social and power dynamics between women, men, girls and boys within a given context, and to identify gender inequality. The analysis can detect different needs and opportunities as well as inequalities. Gender analysis can vary in its depth and areas that it covers. Gender analysis can cover the implementation of the Mission mandate or can be limited to specific sectors or lines of operation. Additionally, the use of gender analysis should be mainstreamed across the Mission's analytical work and products. It is also important to note that the Mission can encourage and support counterparts to conduct gender analyses.

Gender analysis can include among others:

- collecting data which are broken down by sex and other relevant factors (these depend on the context, but can include for example, age, ethnic background, disability etc.)
- analysing such data to identify trends, patterns and inequalities
- identifying the division of labour, and access to and control over resources and benefits
- reviewing girls', boys', women's and men's needs, constraints and opportunities
- identifying challenges and opportunities in the larger environment
- reviewing the capacities of organisations to promote gender equality.<sup>10</sup>

In order to be able to do this the gender analysis should include information on e.g.:

- Relevant political and legal frameworks
- Access to and control over resources (resources are not only material and financial means and goods, but also time, information, knowledge and rights)
- Access to services and institutions
- Women's and men's roles
- Participation in decisions making<sup>11</sup>

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<sup>10</sup> [https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms\\_143849.pdf](https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_143849.pdf)

<sup>11</sup> See <https://rm.coe.int/final-gender-mainstreaming-toolkit-februar-2019-public-access/1680936820>

Gender analysis is started by collecting information, facts and sex disaggregated data. To collect such information, one needs to think about the composition of the team and the target audience. It also requires asking the questions differently to access the information. It helps to understand how in a particular context external dynamics affect women and men differently, and how the traditional roles and social status of different men, women, boys or girls may change as a result of these dynamics.

**Sex- disaggregated data is a key element in gender analysis** (see Section D) and help us to detect gender discrepancies. However, gender analysis should include a qualitative analysis of for example laws, norms, and social attitudes. Who does what, where and when and who controls which resources? The following box highlights a set of additional questions that are helpful in your analysis.

**We integrate a gender perspective by asking:**

NOT ONLY...	BUT ALSO...
<ul style="list-style-type: none"> <li>• What needs/interests?</li> <li>• What people do?</li> <li>• What resources?</li> <li>• How many women?</li> <li>• How many men?</li> <li>• Who is included?</li> <li>• Who talks?</li> <li>• What security?</li> <li>• What information?</li> </ul>	<ul style="list-style-type: none"> <li>• Whose needs/interests?</li> <li>• Who does what?</li> <li>• Whose resources?</li> <li>• Which women?</li> <li>• Which men?</li> <li>• Who participates?</li> <li>• Who is listened to?</li> <li>• Whose security?</li> <li>• Whose information is seen as valuable?</li> </ul>

Different examples of gender analysis tools are to be found in Section K, Annex I. Below are examples of gender analysis processes:

**Example 1:** How is a gender perspective relevant to the efficiency of the work of police officers? How many women work in the police? In what position women work in? What kind of different needs do women and men police officers have? How can these different needs be addressed? What kind of gender roles exist in the work place and in this culture and how do they affect the recruitment of women police officers? What are the existing recruitment practices, do they enable and enhance recruitment of women? Do women and men face different barriers in recruitment and retention?

**Example 2:** Integrating a gender perspective in the provision of legal advice to legislative drafting: Was the situation of women and men with regards to the topic in question analysed? What is the impact of the law being drafted on women and men, boys and girls? Are there any aspects of discrimination that are not addressed? Are any issues relevant for men or women, or children in particular overlooked? How can this legislation take them into consideration?

**Example 3:** What is the relevance of gender to public order? A democratic understanding of public order policing focuses on supporting citizens in the lawful exercise of the right to assembly and free speech. The question of diversity of society and representation of law

enforcement comes into question. By having women on the force, police becomes representative of the citizenry. Relating to riot control, a gender perspective is important to understand women's roles in the crowd and the needs in regard to equipment of women police officers. Questions that can be asked: what are the current procedures and protocols and are they gender-sensitive; what is the role of women both as police officers and as part of the crowd; what is the level of awareness of the police officers in regard to the meaning of gender in public order?

### E.4. Planning incl. MIP/QIP & projects

Planning teams are to consider gender aspects during every stage of the planning process. This goes for the planning at HQ level, but it is also a requirement for Missions when developing a Mission Implementation Plan (MIP) and projects. The key questions for all mission members involved are: 'How do projected activities contribute to the implementation of the mandate?' and 'What are the different impacts of the plan for men and for women in the host community?'

With gender expertise on-board, entry-points for gender mainstreaming and targeted actions on gender can be identified from the outset and be included in the planning of MIPs and projects.

A useful tool in this context is *the gender equality policy marker* (see also Section K); a qualitative statistical tool to record activities which target gender equality as a policy objective. It is useful to track support to gender equality and women's rights as it can be used both as part of the assessment and for the regular reporting.

Each CSDP Mission has a gender equality marker as an element of CFSP/CSDP budgeting, but the Missions are encouraged to apply the marker in their MIPs as well.

In planning operations or activities, planners should include relevant gender expertise:

1. Consider the composition and experience of the team implementing activities. For instance, to determine the deployment of single or mixed sex teams, the latter being essential for a needs and stakeholder assessment and for a situational analysis. Mixed teams set a good example; they can provide a better feeling of trust and security for men, women, girls and boys. They ensure that all members of the population can be reached and can thus generate a more comprehensive perspective and perception.
2. Consider the multiple components during the planning process related to gender, depending on the specific Mission mandate and available resources:

#### **General considerations**

- Consider how the CSDP Mission can contribute to gender equality and women's empowerment before, during and after the conflict or crisis, including in rule of law and transitional justice related areas.
- Consider how the EU can support the delivery of equal civilian security and support for women and men.

- Ensure that support to any Disarmament, Demobilisation and Reintegration (DDR) does not perpetuate or create gender inequalities.
- Ensure a gender perspective is integrated in the supporting of peace processes. This includes women's meaningful participation in ceasefire agreements, mediation and negotiation.
- Ensure a gender perspective is integrated in any Civilian Security Sector Reform (SSR) or local capacity building activities (e.g. advising, training and educating, conducting political and policy dialogues, giving technical support).
- Include relevant EU policy documents on human rights and gender among the key reference documents of operational planning documents.

### **Ensure resources and instructions**

- Instruct (through the OPLAN) on the way a gender perspective should be integrated in the Mission and its operations. The OPLAN should establish responsibilities of the Gender Adviser (GA), and include provisions for Gender Focal Points (GFPs).
- The position and structural location of the Gender Adviser should follow the mission model structure, where the GA is located in the HoM's office.
- Establish the gender-related internal and external objectives of the Mission, the GA and the GFPs.
- Under the leadership of each head of sector, establish mechanisms and focal points to collect and analyse sector-specific data. The data should then be centralised for a mission-wide analysis.

### **Ensure appropriate situational analysis, indicators and methods of implementation**

- Analyse changing gender roles and relations caused by the conflict or crisis.
- Use quantitative and qualitative gender indicators in the MIP and other planning documents (e.g. gender balance in a Rule of Law institution or examples of documents reviewed by the Mission that reference gender equality)
- Meet with both men and women in decision-making functions, and amongst local and international non-state actors promoting human rights, justice and gender, in order to assess the situation of both men and women and learn about their expectations.
- Address Sexual and Gender Based Violence (SGBV), including conflict-related sexual violence.
- Seek gender balance among participants in external and internal projects and activities (e.g. trainings, workshops, conferences...).

The GA/GFP should be included in the planning of the MIP/QIP and all projects to provide information, guidance and to assist in determining to what extent gender is given priority, in compliance with the Mission mandate.

It is important to include the target groups in the project formulation phase to assess their involvement and possible ownership. The result of the gender analysis and its implications for the project proposal must be described in detail and included in the project proposal. It could occur, for instance, that new target groups may need to be considered or re-prioritised as a result of the gender analysis. Depending on the project, the need for the *direct involvement* of the GA/GFP, women's NGOs or other stakeholders might be appropriate.

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Following questions can be used as a check list to ensure that gender perspective is integrated during planning processes of MIP/QIP & projects.

- **Are both women's and men's interests, perspectives and needs being addressed by the planning document or programme? If not, were measures taken to include the underrepresented sex?**
- **Has the extent to which men, women, boys and girls may benefit from the activities, and the long-term impact been analysed? Have measures to mitigate inequalities been taken? Specify in the planning document or project proposal.**
- **Does the plan (or project) benefit women specifically or improve equal opportunities?**
- **Have gender sensitive indicators and benchmarks been included in the planning document/ proposal and project design?**
- **Are indicators or benchmarks available for measuring progress, taking into account the differing impact on men and women?**
- **Has the principle of 'do no harm' been considered?<sup>12</sup>**
- **Have there been any earlier efforts with the same objectives? With what success?**
- **Have local women's organizations been consulted?**
- **Which government agencies and NGOs with focus on women's rights or gender equality might contribute to the project – financially or with expertise?**
- **Are there appropriate opportunities for both women and men to participate in project management positions?**

### E.5. Mandate implementation

During implementation, Functional Experts (or project managers), their line-managers and the GA/GFP should regularly evaluate to what extent gender perspective is being mainstreamed as per the Mission's planning documents, as well as how gender perspective is being mainstreamed by the counterparts (e.g. in the development of national strategies, plans). It is not uncommon that during the implementation phase earlier projections are frustrated by the prevailing dynamics of the day. Timely corrective interventions and persistence with the counterparts are then needed. For example, the Rule of Law Department is to support legislative drafting in consultation with civil society, specifically with women's organisations focusing on equality. Is this happening? If not, how can this be addressed? What follows is some general advice for each of the (most common) mandate types.

CSDP Civilian Missions are deployed with various mandates, including to "mentor and advise", to "monitor", or even to have "executive powers". The Mission may already have within its mandate specific tasks related to gender equality, for example addressing SGBV. In addition, each mandate and context calls for a customised approach to gender equality.

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<sup>12</sup> For more explanation, see Kvinna till Kvinna Guidance note: Garred, Michelle, Charlotte Booth and Kiely Barnard-Webster **"Do No Harm & Gender." Guidance Note**. Cambridge, MA: CDA Collaborative Learning Projects, 2018. <http://cdacollaborative.org/wordpress/wp-content/uploads/2018/04/Do-No-Harm-and-Gender-A-Guidance-Note.pdf>



The main tool used is gender analysis (described in E.3), usually carried out by or with support of the Mission's GA and/or GFPs. It is typically achieved through engaging with all the relevant actors, i.e. men and women who serve in the justice administration, police, military, or who work for civil society organisations, but also with the population at large: men, women, boys and girls of all levels of society, comprising the service target group or the conflict affected population, including those of minority groups. Gender analysis can have different scopes depending on for example whether it concerns the Mandate implementation or a specific line of operation.

Common gender mainstreaming tools and guidance for all Missions to consider in their internal work and in the work with local counterparts is to:

- Always seek a balanced representation of women and men in the team and make strategic use of women/men interpreters.
- Taking a **human rights-based approach** is EU standard policy, and should be applied when providing advice on interacting with people in vulnerable positions. Considering the “do no harm” principle, for instance by applying a gender analysis, is the key.<sup>13</sup>
- Avoid gender-stereotyping both in personal interaction with people or when discussing other people. The Gender Adviser can provide training to raise awareness about the consequences of gender stereotyping and sexism.

More specific per type of mandate, the following should be considered:

For Missions with a **training component**, see Section E.9 for further guidance on how to integrate a gender perspective into all training provided.

For **Monitoring Missions**/Missions with a monitoring component the aim is to effectively report on developments on the ground and to influence change where possible, but also to show good practice and gain credibility. This includes a nuanced, gender-sensitive understanding of the situation and the developments.

- In order to effectively engage with all the population, it is key to consider all relevant groups. Not just “men, women, boys and girls”, but also for instance school-teachers, health staff, local business men & women, local civil administration, religious representatives, women’s organizations, non-governmental organisation/community-based organisations, youth clubs (girls and boys), farmer’s associations, civilians (all ages and all sexes), police, security forces.
- Timing/place of visits/patrols/community policing: Understanding the patterns of gender roles is crucial for an efficient outreach strategy. In some contexts, men are found in the public spaces, whereas women are often found in private spaces such as

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<sup>13</sup> The Do No Harm principle represents that all efforts to address issues should not result in new problems and harms. Activities in relation to local counterparts could have unintended negative impact in terms of human rights such as disadvantaging certain groups (ethnic, gender...), interfering with participation rights and labour rights or contributing to forced displacement (definition adapted from the a Staff Working document SWD(2014) 152 final “A Rights-Based Approach, Encompassing All Human Rights For EU Development Cooperation – toolbox”

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the home, which can make it difficult to reach women. In this case, consider visiting different types of places where women could be: local markets, hairdressers, or schools. Reaching out to different ethnic or other social groups needs to be ensured as well.

- Interview techniques: Which, Where and How to ask (sensitive) questions? This will depend on the situation in your context bearing in mind the differing impacts on men, women, boys and girls. The questions should generally inform the: *WHAT* (heard, seen, stated), *WHEN* (date and time), *WHERE* (location), *WHO* (women, men, background), *WHY* (reasons) and *HOW* (occurred). The Do No Harm principle should be carefully applied when interviewing local population.
- The information given should reflect differing security concerns for women and men, such as:

<ul style="list-style-type: none"><li>- Access to social services</li><li>- Access to land/inheritance laws</li><li>- Access to credits / loans</li><li>- Access to healthcare</li><li>- Access to education</li><li>- Freedom of movement – detentions</li></ul>	<ul style="list-style-type: none"><li>- Social identity</li><li>- Ability/Inability to protect oneself, family &amp; community</li><li>- Increased rates of domestic violence</li><li>- Increased alcohol consumption</li><li>- Coping with displacement</li><li>- Marginalization</li></ul>
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For **Executive Missions**/Missions with an executive component a similar rationale as for the monitoring Missions is applicable, albeit more pronounced because of legal liabilities. All their strategies, policies and activities should be scrutinised to make sure that they are gender-responsive, comply with EU best practice and international standards and adhere to obligations under national, local or EU Law. During operational planning, the know-how of Functional Experts and GA/GFPs should be used to identify such obligations and best practices.

- It is important to ensure that both men and women are consulted and feel comfortable to come forward to speak to Mission staff (e.g. during criminal investigations, border management, or patrols). Searches of a woman are only conducted by a female police officer, with few exceptions. Similarly, searches of men are often only allowed to be carried out by male officers. Not following this principle could constitute a criminal offence depending on the local legislation.
- When investigating cases of SGBV, a gender-sensitive and survivor-centred approach is necessary, thus ensuring the survivor's (m/w) safety and reducing the risk of re-victimisation and/or re-traumatisation. Include for example specialised interviewing techniques; ensure statements are taken in a safe and appropriate environment; give the choice whether to speak to a man or a woman; refer to, or offer, specialised psycho-social services (referrals could be done to non-state actors, such as NGOs).

For **Mentoring and Advising Missions**/Missions with a mentoring and advising component the aim is to be able to more effectively support counterparts, who should be the prime owners of implementation. This is because the effects of the implementation of any advice or recommendation may impact on the lives of women, men, girls and boys, and without

appropriate gender advice, women, boys and girls might be marginalised and be short-changed in terms of policy interventions, reforms and budget prioritisations of State bodies.

- As a senior mentor/adviser, your counterpart is listening to your experience and expertise. It is therefore important to show that gender mainstreaming and the issue of equality is part and parcel of everyday activities and important for the successful implementation of the tasks. Furthermore, the gender of the Mission Member is important when advising or when pairing mentors and mentees. There may be cultural or traditional barriers to communication or cooperation grounded in gender norms and roles. Sometimes it can make a difference just to exchange a man with a woman mentor.

### **Example for Border Management:**

It is important to detect possible trafficking in human beings (THB). Women, men, and children can be trafficked for forced labour, slavery, prostitution, debt bondage or any other form of exploitation. Officers should be trained to recognize THB, to protect victims, and to conduct interviews, specialised also in dealing with children. Having a gender perspective means that, when THB is suspected, victims should be interviewed separately and be given a choice between a woman or a man interviewer with specific expertise. The officers interviewing potential THB victims should avoid **gender-stereotyping**. For instance, one could neglect to identify a potential women smuggler, because we presume women to be more law-abiding (more innocent) than men, risking not detecting trafficking or ordinary smuggling.

### **E.6. Reporting**

Missions must systematically include gender aspects and gender analysis as part of their general reporting and situational analyses. Further, the relevant information gathered on gender aspects is to be used by HoMs in their briefings to Council Committees and Working Groups, as well as by Mission GAs, who will, when deemed useful, be invited to brief relevant EEAS and Council structures.

It is important to understand that planning and reporting on gender mainstreaming are closely related and thus reporting function should also pay attention to gender mainstreaming and how it is reported. Inclusion of systematic and analytical accounts of gender aspects as well as of the implementation of the WPS related challenges, developments and achievements is required by Civilian Operations Commander Instruction on Reporting Guidelines for Civilian CSDP Missions<sup>14</sup>. Therefore it is essential that also reporting function has relevant knowledge and training on gender mainstreaming and how the integration of a gender perspective is reflected in reporting.

Typically reports & analyses include:

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<sup>14</sup> Civilian Operations Commander Instruction on Reporting Guidelines for Civilian CSDP Missions, Ares(2022)4834656 – 01/07/2022

- **A gender perspective and/or inequalities uncovered by the analysis;**
- **Good practices and challenges of gender mainstreaming activities, and an assessment of such contributions against the effectiveness of the Mission;**
- **Information on consultations with local and international non-state actors promoting gender equality, women's empowerment and WPS;**
- **Achievements towards gender equality within the counterpart institutions, when advancing gender equality within the counterpart institutions are part of the mandate,**
- **Lessons learned on gender mainstreaming activities**
- **Gender-sensitive language to avoid reinforcing gender stereotypes;**
- **The impact of the Mission's activities disaggregated by sex;**
- **Statistics and data, disaggregated by sex;**
- **Any actions related to preventive measures, the Code of Conduct and the EU Standards of Behaviour related to sexual harassment;**

### **Annual reports on Mission Gender Action Plans and the implementation of the GAP III**

CPCC compiles an annual report on the implementation of the EU Gender Action Plan in the context of civilian CSDP. For this purpose, the Missions are requested to report on their gender mainstreaming and WPS implementation annually to CPCC. The reporting is done on a template provided by CPCC and it includes both external and internal aspects of gender mainstreaming. For this report, it is essential that the Missions regularly gather data on gender mainstreaming and WPS implementation. The data gathered by the Missions and reported to CPCC is also used in the general GAP III reporting and monitoring.

The Missions are also encouraged to establish an internal reporting system on their Mission Gender Action Plan in order to follow up their gender mainstreaming work. This report should reflect the Mission's delivery against the objectives of the EU policies on gender equality, women's empowerment and WPS, and the results of its ongoing internal gender mainstreaming work. Other areas that should be reflected in the report include interaction with local civil society and other relevant (international) actors and partners; actions undertaken to mark international action days; actions taken to prevent and protect violence against women; and actions in support of promotion of women. The report should also touch on activities like external training, advice and mentoring produced, projects, legal support etc. and contain an overview of the collected data sex-disaggregated.

### **E.7. Monitoring and evaluation**

Monitoring and evaluation (M&E) of mandate implementation should systemically take into account all gender aspects identified during the planning phase, including those in the Mission Gender Action Plan. When specific gender indicators and projected results have been included in the MIP/QIP & projects documents, the M&E process related to gender will be easier.

Third party perspectives, including counterparts, intended beneficiaries and local population is necessary for M&E. Local and international NGOs can provide a sound and critical evaluation of the Missions' impact, including, but not limited to gender equality and women's empowerment.

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A few guiding questions could help to ensure that a gender perspective is included in the M&E process:

- **Have sex-disaggregated data been collected and analysed?**
- **Is data collected often enough so that adjustments can be made during the project?**
- **Have inputs and evaluation been gathered from Gender Advisers/Gender Focal Points?**
- **Are the Gender Adviser and/or Gender Focal Points involved in discussions on adjustments and changes?**
- **Are women involved in the monitoring and evaluation?**
- **What indicators are there to measure progress in achieving goals and benefits?**
- **Have inputs been gathered from external stakeholders; for example from local or international women's civil society organisations, representatives from local counterparts or gender experts from other international agencies, such as the UN?**
- **Have the Mission's actions targeted men, women, boys and girls equally? Who have been missed out on or are underrepresented?**
- **In what way (positively or negatively) has the Mission impacted on the situation of men and women in the internal/external area of operation?**
- **In what way have the Mission's actions impacted gender equality in the local host state context?**
- **What are the general developments and trends (positive and negative) in the host state in relation to gender equality? How does it impact the Mission's activities?**
- **How do you assess the effectiveness of your internal gender mainstreaming mechanisms and processes? To what extent have other people than the Gender Adviser and Gender Focal Points been involved?**
- **Have the Standards of Behavior including zero-tolerance against sexual harassment been upheld?**
- **How do you assess the gender balance, taking into account the general situation/Mission management and specific units? Has the internal gender balance improved?**
- **In what way has gender mainstreaming contributed to the effectiveness of the CSDP Mission?**
- **What is the Mission's contribution to the key Policy Commitments as set out in the EU Gender Action Plan and more specifically in the CSDP policy to implement the UNSCR resolutions on Women, Peace and Security?**
- **To what extent has the Mission followed the Operational Guidelines?**

### E.8. Review

Whilst Strategic Reviews and Operational Assessments are conducted by the relevant units at EEAS (CPCC and the Directorate Peace, Partnerships and Crisis Management, PCM), the Mission will give decisive inputs. GAs and GFPs should be consulted in order to have a gender perspective accurately integrated into all aspects of the review phase. They will take stock of, and evaluate, the achievements of the internal and external gender mainstreaming strategies and suggest improvements. You can use the following checklist:

- **Is the Gender Advisor placed in the Office of the Head of Mission, as per Mission Model Structure)? Is he or she able to participate in and influence strategic processes?**

- Does the Mission have Gender Focal Points in all necessary units/functions? Is there any need for adjustments?
- Are the strategies/operational plans reflecting a gender perspective?
- Has the Mission's Gender Action Plan been evaluated and recommendations been taken into account?
- Does the situational analysis include a gender perspective? Are there any crucial trends that need to be addressed? Are there any areas/issues that the Mission has not considered so far, for example in regards to gender equality and/or sexual and gender-based violence?
- Have the Gender Adviser and/or Gender Focal Points been able to provide inputs to the review process, such as the operational assessment processes?
- Is there equal representation of in crucial units? For example, if they work with patrol, search, border control, criminal investigations etc.
- Is the staff trained on gender mainstreaming and specifically on how to integrate a gender perspective in their area of expertise?
- Is there a systematic use of a gender perspective in monitoring and data collection?
- Is the occurrence of gender-based violence analysed? Is the prevalence of GBV integrated into the actions of the Mission?
- Has there been an evaluation of the interaction with civil society, including with women within 'mainstream' CSO's and with women's NGOs? Is there a need for new strategies?
- How do you assess the implementation of the UNSCR 1325 and follow up resolutions regarding women, peace and security? Is there a need for new strategies?
- How do you assess the effectiveness of your internal and external gender mainstreaming process? Is there any need for adjustments?
- What are the lessons identified, including good practices and challenges of gender mainstreaming? Is there any need for adjustments?

### E.9. Training

All Missions give training, either external, internal, or both. Here guidance is given on systematically mainstreaming gender in externally delivered training courses. Section F.2 covers aspects of internal training.

#### *External Training*

All trainings start with a planning phase, during which the gender perspective is to be included. Trainers, within the frame of the specific subject context, should utilise the Mission's gender expertise for guidance, tips and practical applications. Trainers can consider the following checklist to integrate a gender perspective:

- Think about the audience of the training and apply tools of gender analysis to ensure that both male and female participants benefit from the training.
- Consider the location and timing of your training – particularly in more traditional societies. Does it allow for participation of both men and women, especially for women bound by traditional roles? Do you need to consider transportation for women? Are the facilities equipped for both women and men to participate? For

example, women may require childcare or may have to arrive late or leave early to fulfil family duties.

- Consider having a mixed sex team of trainers. This offers a different perspective, gives a gender-balanced, positive role model, and takes into account that messages are received differently based on who gives it. In contexts, where women are not usually trainers, prepare the training in a way that gives credibility to women trainers.
- Think about your training methodology to ensure active participation of all attendees. This can be achieved through a range of activities such as small group work or working in pairs.
- Are interactive training activities considering the roles of both men and women, especially role plays? Simple vocal encouragement women's participation can boost confidence in more patriarchal settings.
- Think about gender-sensitive language, examples, case studies etc.
- Best practices and experiences with respect to gender equality training could be exchanged with relevant international organisations and NGOs (e.g. UN Women, UNDP, UNFPA, where active).
- Mechanisms of 'positive action' (e.g. separate training initiatives for the underrepresented sex) may be warranted in certain situations or contexts, but should be seen as a temporary solution and those employing such methods should be conscious of potential counterproductive impacts. For example, there is a danger that efforts to increase the numbers of women in the police by favouring them for basic training abroad could be seen as unfair to male peers, causing resentment and fuelling sexist views.
- In all activities (trainings, study trips, workshops) ask presenters to address the topic of gender mainstreaming, women's rights or WPS issues and their relevance in the context of the topic/area addressed and to share concrete practical experiences of how they have worked on these topics. It is helpful to point out how specific gender roles, ethnicity and educational backgrounds of the participants may influence responses, and to give examples of this. Also sometimes a more general discussion about gender perspectives may be more appropriate, see examples below.

**Example 1:** EUAM Ukraine developed a training course on investigation and prosecution of international crimes for the Ukrainian police and prosecutors. As sexual and gender-based violence (SGBV) is used as a tactic of war by the Russian armed forces in Ukraine, it was crucial to include SGBV as a topic in the training course. The training course has a module on conflict-related sexual violence (CRSV), covering topics such as different forms of CRSV, interviewing survivors as well as victim-centered approach in investigation. The length and content of the training course and CRSV module are adjustable according to the needs of training participants.

**Example 2:** Trainings, especially in a "train the trainers" context, may integrate a gender perspective, for example by discussing and challenging traditional gender roles. In Mali, such discussion during training of law enforcement personnel had a ripple effect: local institutions now include a gender perspective for new recruits. Such trainings can be delivered to trainers in educational establishments in the civilian security sector so that cadets/students can then spread gender perspective in their future work.

**Example 3:** Training might raise awareness of social categories, such as gender, ethnicity, age, religion that affect access to power and opportunities for individuals. This is done through a classic “power walk” exercise that is adapted to the host nation’s realities/challenges and stereotypes. The participants of the training are asked questions based on which they either move up or down in the society. After ending up in different places, the participants are debriefed on what gender is, what are the stereotypes and social norms that prevent various groups of men and women from equal representation and participation. The discussion can also tackle how conflict affects the experiences, needs and roles of women and men differently.

**Example 4:** EULEX Kosovo organised various trainings for staff members of Rule of Law institution to strengthen their capacity to apply a gender-responsive approach when investigating and prosecuting conflict-related sexual violence cases and implementing appropriate interview techniques for victims and witnesses of conflict-related sexual violence.

**Example 5:** EUCAP Somalia conducted a ToT on Planning and Management encouraging the different stakeholders to send women as candidates. Since the training, the Mission has continuously engaged with the stakeholders discussing the importance of gender mainstreaming and gender equality, which resulted in a new Planning and Management course being conducted but this time with local ownership as three of the trainers are local stakeholders and one of them is a woman. Due to the Missions continuous and strong engagements discussing the importance of gender mainstreaming and gender equality with counterparts, the course participants on this training were 50/50 women and men.

### **F. Leading by Example**

It is for the Mission’s leadership to show commitment and use a hands-on approach to change mind-sets and behaviours. Managers lead by example; they are decisive where it comes to maintaining high professional standards, including those in relation to integrating a gender perspective into different work streams. By example, they set the values and priorities and to a great extent influence their staff’s perception and behaviour.

Gender-responsive leadership is one element of the leadership skills of the Mission management and the civilian CSDP leadership framework. The Civilian Operations Commander Instructions on the leadership framework provide a reference and guidance for the Mission Management on how to act and behave as leaders<sup>15</sup>.

The below gives a listing of some key areas outside of the Mission’s strategic planning and conduct operations, where a gender perspective is to be included, i.e. in *Human Resource Management*, and in *internal training*.

#### **F.1. Working environment and human resources**

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<sup>15</sup> CivOps Commander Instruction on leadership framework for civilian CSDP Missions Ares (2023)419344 – 19/01/2023



**Working Environment** A safe and inclusive working environment is a basis for better performance of the staff. Management has an obligation to increase awareness of the Upgraded Generic Standards of Behaviour for CSDP and the Code of Conduct. The aim of the Upgraded Generic Standards of Behaviour is to set up the highest professional standards of behaviour to be implemented both within the Missions themselves and as concerns the populations of the host countries. The Code of Conduct aims for consistent procedures across all civilian Missions in order to ensure that these highest norms and standards are being effectively implemented. There is a mandatory pre-deployment eLearning on the Code of Conduct and Upgraded Generic Standards of Behaviour. In addition, the awareness should be increased through in-mission training with managers and staff. Other tools are:

- **Endorse and ensure a zero tolerance policy on sexual harassment, bullying, discrimination and misconduct (for example disrespectful imagery, jokes). This includes ensuring that the policy is well-advertised and communicated, on Mission intranets, at policy briefings, induction trainings and physically in Mission offices.**
- **Hold perpetrators accountable and ensure that all staff is aware of available redress mechanisms (mediation, confidential counsellors and complaints procedures).**
- **Ensure that no Mission member is at a disadvantage due to their sex.**
- **When possible (hence not for strictly non-family duty stations for international staff), promote family friendly policies to facilitate retention of both men and women. This could include e.g. adequate time and physical space given for a breast-feeding mother and flexible working hours.**
- **Ensure secure and separate accommodation for men and women, including bathrooms, washing facilities and accommodation. Separate changing and shower facilities should be the norm where Missions provide gym or other sports facilities.**
- **Ensure that security risk assessments include a gender analysis and set out the differing risks for men and women in your area of responsibility (AOR).**

**Recruitment Process & Retaining Personnel:** To achieve gender balance, recruitment and retention policies shall specifically address the need for both women and men, for both local and international staff. Women and men are needed in all positions in the Mission, notably at management and executive levels, but also throughout the organisation, such as in operations to ensure the possibility of composing mixed sex teams.

All divisions of the Mission, and notably *Human Resources*, must ensure that equal opportunities and selection criteria are in place in the recruitment of both local and international staff. In addition to the Selection Procedure, this can be done in the following ways:

- **Ensure the language in job descriptions is not discouraging women to apply.**
- **Indicate the operational need for women personnel in the development of CFCs.**
- **Actively encourage women to apply in accordance with EU policy and additional direction and guidance.**
- **Use recruitment panels comprising both of men and women to conduct the hiring process.**
- **Train those involved in the recruitment process of unconscious biases (an inclination or prejudice for or against one person or group). This should include (re)training of**

persons who regularly sit on such panels. There is a training package on unconscious bias provided by CPCC that can be adapted to the needs of the Mission.

- During job interviews, include a gender-related question to test knowledge and awareness of candidates.
- In order to achieve gender balance, give preference to the underrepresented sex when candidates have equal qualifications and if underrepresented within the unit/department.
- Disaggregate all human resources data by sex and analyse the data from different phases of recruitment.
- Implement the current Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions

### *Mitigating gender imbalance through representation*

A lack of gender balance can be mitigated by deliberately making sure that both sexes are always represented in:

- Decision-making fora
- Public outreach and representational activities
- Meetings with stakeholders and counterparts

### **F.2. Induction and internal gender mainstreaming training**

All Missions should deliver induction training for new personnel on gender mainstreaming and the WPS framework. The **Human Resources** Department's induction training should ensure full information on and compliance with the Upgraded Generic Standards of Behaviour and the Code of Conduct for CSDP Missions, emphasizing zero tolerance for abuse and misconduct. CPCC has developed a standard presentation on harassment and sexual exploitation and abuse for the Missions. This training can be adapted to the context of the Mission.

Human Resources (CoC) are responsible for personnel management and training so there should be a clear distinction to the role of GAs/GFPs, whose main work is to advise and to support bringing in gender perspectives as a mean to enhance operational effectiveness. GAs and GFPs can be used a resource in ensuring gender-sensitivity of various internal trainings.

### *Gender Training*

All Missions are strongly encouraged to conduct **separate gender mainstreaming training** for staff members. The aim of dedicated Gender Mainstreaming Training is to increase awareness and improve gender mainstreaming, to ensure that a gender perspective is integrated at a practical level on a daily basis, both internally and externally. Additionally, gender training opportunities for staff, both in-the-Mission and externally, should be included in overall training plans. Specialised training opportunities should be foreseen for GAs and GFPs. A gender-perspective should also ideally be integrated into all other Mission training.

Specific gender mainstreaming training should emphasize the advantages of gender mainstreaming and the application of WPS principles, as they enhance performance and effectiveness of the Mission, and highlight all relevant gender aspects pertaining to the Mission's mandate. Training should cover how situations of conflict and post-conflict impact

women, men, girls and boys differently; how it impacts on sexual and gender minorities, on gender roles and on the status of persons in society. Training should also cover how specific types of violence affect women, men, girls, boys and sexual and gender minorities differently (trafficking, displacement, trauma, SGBV) and their different needs, interests, resources and priorities. Training should also be tailored to the country realities and specificities, including when it comes to security.

It is important that gender mainstreaming training reflects that women do not all have the same security needs (just because they are women) and men do not all have the same security needs (just because they are men). Aspects such as ethnicity, economy, religion, where a person lives (urban/rural) and culture also determine people's security needs.

All training on gender mainstreaming should include practical examples demonstrating how gender aspects can be integrated in everyday work. It should cover both internal aspects (e.g. equal opportunities, work structures) and external aspects (e.g. interaction with local counterparts, cooperation / promotion of local partners, mandate execution). Here are some examples of internal trainings (for examples of external trainings, see section E.9):

- EUMM has conducted an internal training for staff with reporting and analytical responsibilities on gender analysis, gender-responsive reporting and gender inclusive language.
- As an effort to mainstream a gender perspective into all the Mission's trainings, the GFP and GA also developed a training module for the Mission's in-house trainers with focus on how to integrate a gender perspective into trainings.
- EULEX Kosovo Human Resources GFPs and the Gender Advisor developed and conducted two special trainings tailored for Human Resources staff which allowed a common approach to gender mainstreaming in the department.

### **G. Tools and structures for gender mainstreaming**

For all the reasons discussed above, it is essential to have a Gender Adviser at a senior and strategic level, who focuses on policy and external coordination, but also on internal processes and on compliance with the Mission GAP. Besides, every Mission should have capacity on gender mainstreaming organised at all levels (the GFPs and additional operational gender experts in addition to the Gender Adviser located at the HoM's Office).

#### **G.1. Management and mission staff responsibility**

The HoM is ultimately accountable for the mainstreaming and integration of a gender perspective, and has to report to CPCC every year on the extent to which objectives concerning gender have been delivered and followed through. This responsibility, on a daily basis, trickles down to senior and mid-level Management, and to all Mission Staff. HoMs and Mission management, with the help and guidance of GAs and GFPs, are responsible for ensuring that all Staff are provided with support so that they can carry out a basic gender analysis and integrate a gender perspective into their daily work.

It is equally important that the HoM and senior Mission staff actively engage in networking with decision makers and influencers to promote an agenda for gender equality and for the

integration of gender a perspective, for instance in the security and justice sectors. Gender equality and WPS agenda can also be vehicles to accomplish other objectives, which should be actively utilised to enhance the Mission's footprint.

Gender equality issues may be sometimes difficult to identify. This ideally calls for a multifunctional effort of both Functional Experts and the GA/GFP. It is the task of a GA to analyse and identify where the problems associated with the lack of gender equality become obstacles to security, or how integrating a gender perspective might increase operational effectiveness. For this reason, senior and middle management should include gender expertise as early as possible in the planning process.

### G.2. Gender Adviser

The GA should be structurally located in the HoM office, under the line-management of and reporting to DHoM/CoS as instructed in the Mission Model Structure.<sup>16</sup> **The GA is to take part in senior management meetings** so as to give advice and have access to the information necessary for effective gender mainstreaming. Such a central position also gives the required leverage and backing for gender mainstreaming across the different Mission divisions and enables the GA to work closely with operational management.

The main role of the GA is to provide advice to the senior management on gender mainstreaming in relation to the implementation of the Mission's mandate. The advice concerns internal and external activities and should be based on EU policies related to gender equality, women's empowerment and WPS. Depending on the Mission's mandate, the GA's role can vary. Externally, the GA works directly or indirectly (e.g. through functional experts and mentors) with local counterparts from the host state, for example in the process of drafting legislation or in capacity building of local institutions. Internally, the GA works closely with Mission management and other Mission members and provides strategic and operational advice and support. The GA is to be consulted on policy documents, projects and programmes, external engagement, MIPS, reports, etc. An additional function of the GA is to coordinate the internal GFP network and to support and give guidance to the Mission's GFPs on gender mainstreaming. GAs design and deliver internal gender mainstreaming trainings for staff members, including inductions. Overall, GAs are facilitators and catalysts; they identify, support and advise, but are not ultimately responsible for gender mainstreaming in their Mission, which remains the role of the HoM.

### G.3. Gender Focal Points

#### *Structure and Responsibilities*

It is the managers' responsibility to drive the GFP system. The GFP is not a full-time position and the person appointed is usually 'double-hatted', performing responsibilities according to their original job description.

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<sup>16</sup> Guidelines to design civilian CSDP mission-specific organisational structures (Mission Model Structure) EEAS(2020)1415

Establishing and co-ordinating a Mission GFP network under the guidance of a GA is key to promoting gender mainstreaming initiatives within the Mission. The GFPs provide support, advice and guidance, as well as promote and advocate for understanding and awareness of gender mainstreaming and the principles of WPS within their own teams. There is no one-size-fits-all approach – a GFP network must be created to fit the context, mandate and structure of each Mission.

### *How do you set up and maintain a GFP network?*

- Depending on the Mission's organogram, seek placement of GFPs in field offices and / or departments. GFPs are to be evenly spread out across different functions and decision making positions. Considering that GFPs normally receive individual support and guidance from the GA, the number of GFPs should remain manageable for the GA.
- If possible, hold an internal application process for selection of a GFP. Only those who express an interest in the work of a GFP should be considered for the role. To the extent possible, try to appoint those with a background and experience of working in gender mainstreaming, or those that are motivated to learn about it.
- GFPs do not need educational background or previous training on gender equality or gender mainstreaming, but they should be ready to learn. Therefore, professional development opportunities must be offered to new GFPs so they can fulfil the GFP function. Additional support for new GFPs should come from the Mission GA.
- GFPs can be encouraged to attend external events such as conferences and trainings. The Mission should ideally sponsor GFPs to attend such trainings.
- The GFP network should ideally be comprised of a mix of men and women of different nationalities, professional backgrounds (police, military, civilian) and experience. It is strongly recommended to include local staff members in the GFP network.
- GFPs should have a Terms of Reference (ToR) where their role is clarified. See Section K for a sample ToR.
- The Mission leadership should endorse the GFP System and line managers should be consulted on the appointment of GFPs in their unit. GFPs should be given adequate time for their GFP related work. This should be reflected in the GFP ToR.
- The GFPs should regularly update their line managers about their tasks and priorities and line managers should provide full support to GFPs in their activities.
- The GFPs should function as a network coordinated by the Mission GA. Regular joint meetings between the GA and GFPs should take place (organised by the GA). This is useful in keeping the network mobilised, motivated and supported. Joint network meetings could additionally include, for example, capacity building elements or briefings by local women's organisations.
- Various means of communication can be used to facilitate communication with and between the GFPs and the GA, including email distribution lists, VTCs, telephone calls and office visits.

### *Responsibilities of a GFP*

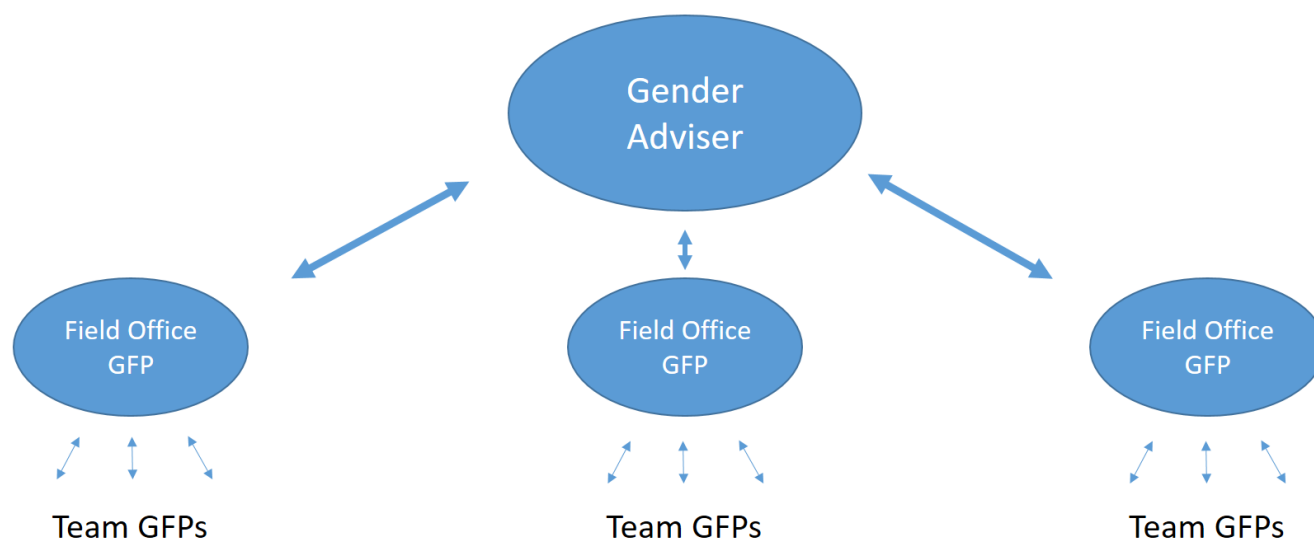
GFPs act as a point of contact for gender mainstreaming and are a bridge between the GA and the Mission units. The responsibilities of a GFP will vary depending on the context and mandate of the Mission. Overall, GFPs are responsible for providing advice, guidance and support to systematically integrate a gender perspective, as well as disseminating information and enhancing capacity either internally or externally on effective gender mainstreaming and the implementation of the WPS agenda. This ideally is done in conjunction with the

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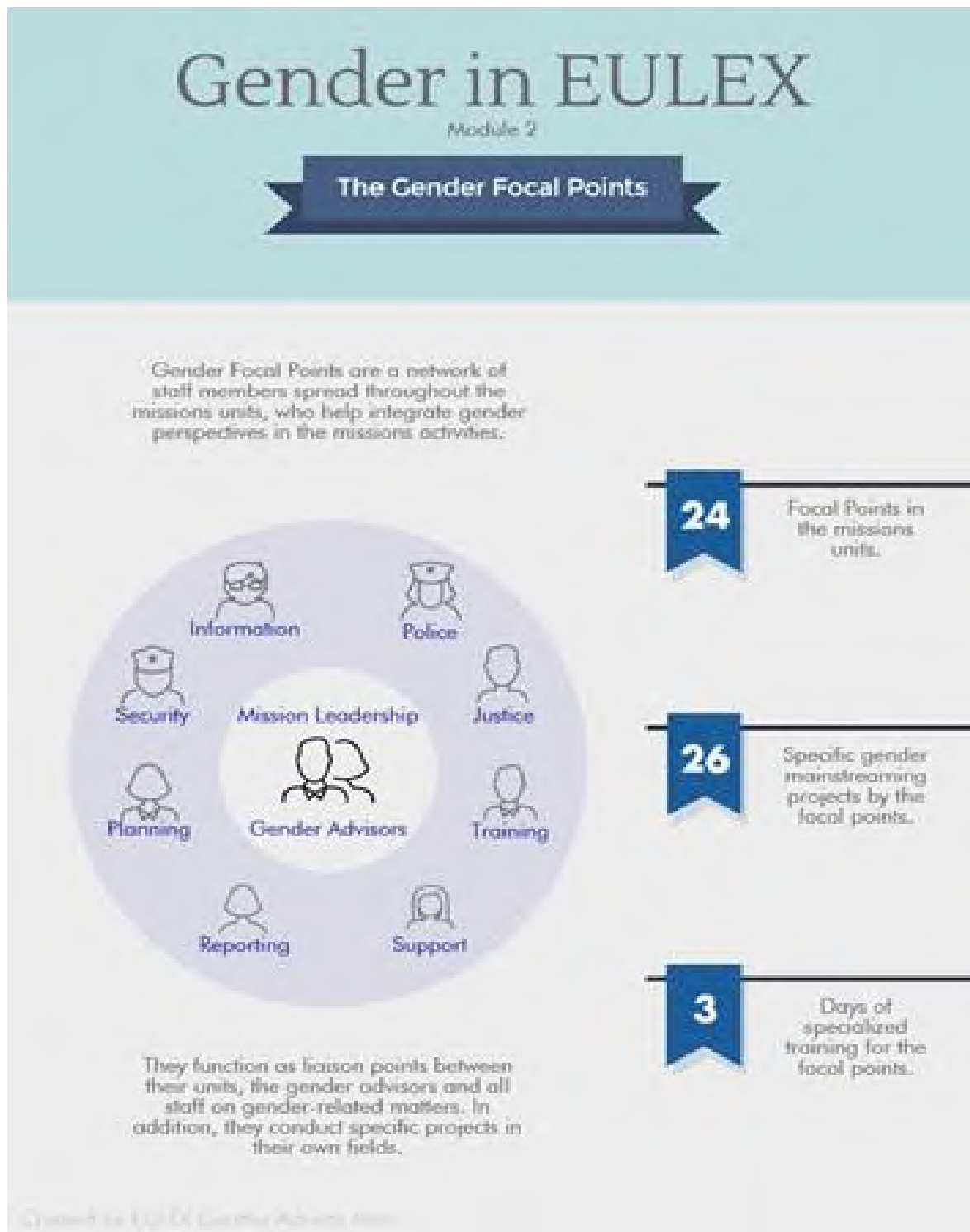
Mission's functional experts. As a result, the GFP structure works both top-down and bottom-up and contributes to the overall process of gender mainstreaming in the Mission.

Responsibilities of GFPs can include but are not limited to:

- **Serving as the contact point/liaison person channeling information from the GA to their team members and / or from their team to the GA.**
- **Acting as resource person on gender and WPS.**
- **Reporting progress through either the established GFP reporting mechanism or other agreed upon reporting streams.**
- **Identifying international standards and European best practices in their field of expertise.**
- **Identify the needs of colleagues for information and training in gender mainstreaming.**
- **Collecting sex-disaggregated data and producing gender analyses for their respective teams (this could be a joint exercise with the GA and/or other GFPs).**
- **Collecting practical examples including good practices, missed opportunities and interaction with interlocutors on gender equality related topics.**
- **Carrying out specific initiatives, presentations, external events and trainings.**
- **Attending events relevant to gender equality, gender mainstreaming and WPS.**
- **Supporting the integration of a gender perspective in policy documents, SOPs, reports, etc.**
- **Developing tools which facilitate gender mainstreaming (e.g. checklists).**



*Example of GFP system and structure – EUMM Georgia*



*Example of GFP system and structure – EULEX Kosovo (2015)*

### H. PPIO & strategic communications

Promotion of gender equality and equal opportunities as fundamental European values is an obligation that stems from the WPS agenda and the GAP. Promotion covers several areas:

- **Advocating for and addressing an issue in public channels of communication and outreach activities of the Mission;**
- **Including gender equality topics or gender equality data into a presentation for external or internal audience**
- **Gender-balanced representation in public appearances and in outreach communications to the extent possible**
- **Gender-balanced representation in panels, decision-making fora, workshops, seminars etc. to the extent possible**
- **Making use of communication channels and communication events and contexts that enable both women and men, girls and boys to access the information**

Outreach, visibility and communication is not the responsibility of only the HoM or PPIO. All Mission staff is involved in representing the Mission and should consider it an obligation to integrate gender perspective into it, with the assistance of the GA or GFP. When planning for communication, the way messages reach men, women, boys and girls should be considered. Are alternative approaches (use of channels, media or message) necessary?

Another aspect of communication, which is important to consider as part of the WPS agenda, is strategic communication through which the attitudes and beliefs of the target groups can be challenged. Strategic communication is especially relevant when communicating about gender equality because often gender equality gives rise to strong opinions and sometimes resistance. The PPIO and the GA should draw up strategic communications advice on tailoring messages and tackling resistance as a support function for the Mission staff involved in outreach and visibility activities.

Gender-sensitive language is a prerequisite for human resource and staff management and should also be obligatory in the curriculum for media trainings of senior staff etc. GA/GFP can contribute and advise on the language. A checklist on the key elements to include when drafting communication products can be made available on the intranet or in a SOP. The following is an example of such checklist:

*Gender Sensitive Language Checklist:*

- **Ensure women and men in their diversity are represented in text and image**
- **Create gender balance if story is imbalanced**
- **Challenge gender stereotypes and sexism**
- **Avoid gendered statements and terms (career women, actress, “throwing like a girl” etc.)**
- **Avoid exclusionary forms (i.e. using he when referring to all people or people whose gender is not known, assuming gender of certain professionals such as secretaries, doctors, police officers etc., using terms such as mankind etc.)**



- **Title/label/name/neutral noun (use parallel language, do not use gendered titles such as chairman, address people in gender neutral way etc.)**
- **Repeat the noun instead of using he**
- **Use plural to signify diversity**
- **Rephrase the sentences to find better balance**
- **Authority position: give a voice to the underrepresented sex, do not patronise**

The first rule of engagement is involvement. If you allow others to meaningfully participate and have their voices heard, the chances that they will support or feel committed is much higher. Interactive communication on digital platforms is an example of this.

### *How do you engage (others)?*

- **Strategic messages**

The Mission PPIO should manage a list of strategic messages. At least one should concern gender equality specifically. The GA should provide the content to the PPIO and the PPIO would then adapt it into an effective message. In general strategic messages should be gender mainstreamed and observe the rules of gender sensitive language.

- **Key messages**

Key messages may be relevant for individual projects/activities as well as for the Mission as a whole. Key messages are also indicators that the project/activity has been gender mainstreamed.

More information about gender-sensitive language can be found in EIGE's guide *Toolkit on Gender-sensitive Communication*<sup>17</sup>

## **I. Engagement with external actors**

Implementing the WPS agenda and ensuring effective gender mainstreaming in order to achieve peace, security and gender equality are a joint standard and responsibility for most international and national organisations in the Mission AOR. Within this context, Missions should map in-country "gender stakeholders" in order to include their respective roles and responsibilities and to seek coordination, synergies and complementarity. The GA plays a key role in establishing relationships and liaisons with these partners.

### **I.1. EU Integrated Approach to gender mainstreaming and gender equality**

Gender equality, women's empowerment and the implementation of UNSCRs on WPS are actively promoted by the EU and its member states. Through the Integrated Approach to External Conflicts and Crises, cooperation among all EU actors within the Mission's AOR is required; this includes for example EUSRs, EU Delegations, EU CSDP Missions and EU member states. In addition, various units or representatives of EEAS are responsible for the implementation of the EU policies on gender equality, women's empowerment and WPS. The

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<sup>17</sup> [https://eige.europa.eu/sites/default/files/documents/20193925\\_mh0119609enn\\_pdf.pdf](https://eige.europa.eu/sites/default/files/documents/20193925_mh0119609enn_pdf.pdf)

following are of particular relevance:

1. The EU Ambassador on Gender and Diversity ;
2. EU Task Force on Women, Peace and Security;
3. Political and Security Committee<sup>18</sup>;
4. Council Working Group on Human Rights (COHOM);
5. United Nations Council Working Group (CONUN);<sup>19</sup>
6. All relevant thematic and geographical WGs;
7. The relevant Commission services (e.g. DG INTPA, DG NEAR etc);

### I.2. International stakeholders

It is established policy for CSDP Missions to collaborate with UN Agencies in the promotion of gender equality and women's empowerment. This should be done in co-ordination with EU Delegation. The GAs are principally responsible to support the Mission with such liaison and engagement. Besides this, all staff should consider from their respective positions and responsibilities whether it would be useful to create strategic alliances and collaborate on certain activities with UN Women or other UN and international partners. Depending on the local circumstances, these could include (but not limited to) UN Women, UNFPA, UNDP, UNICEF, OSCE, NATO, CoE, or INGOs, such as Kvinna Till Kvinna, CARE, IRC, EPLO, Save the Children, ABD, EBRD, ICRC, IFRC, etc<sup>20</sup>. All partnerships are encouraged but should be well coordinated with the Mission's GA.

### I.3. National stakeholders

Key to any Mission's success is the profound awareness and understanding of the local context, as well as observing the principle of local ownership. In the context of the mandate, gender equality responsibilities primarily lie with the core counterparts, usually Government institutions within the justice and security sectors. In regard to gender equality, other Government institutions could play key supportive roles in the fulfilment of the Mission's mandate. Depending on the context, there could be a Ministry of Women's Affairs, Ministry of Social Affairs / Welfare, Ministry for IDPs, etc. Also here, the GA plays a key role in establishing relationships and maintaining liaisons.

It is equally important to reach out to civil society organisations (CSOs) and other non-state actors to ensure buy-in, credibility, and cross-societal consensus. At a minimum, civil society should be aware and informed, but usually it is important that relevant views from civil society also inform the implementation of the mandate.

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<sup>18</sup> The PSC gathers ambassadors from EU Member states to discuss and decide on EU policies related to the Common Foreign and Security Policy (CFSP) and the Common Security and Defense Policy (CSDP).

<sup>19</sup> CONUN is the working group responsible to develop common EU policies with regards to UN issues, including UNSCR 1325 and its subsequent Resolutions.

<sup>20</sup> See Section J – Further reading for acronyms and links to websites

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In its interactions with CSOs, the GA/GFPs may seek information regarding the gender dimensions of its mandate. Such information could pertain to (conflict related) crime, sexual and gender-based violence, access to fair justice, the empowerment of women, human trafficking, as well as to the existence and ramifications of national legislation on gender equality. Lastly, Missions, depending on their mandate, could seek to build capacity, to empower and enable civil society organisations working on the promotion of gender equality, women's empowerment and the implementation of the WPS agenda. For further guidance on engaging with CSOs, CivOps Commander Operational Guidance on Civil Society Engagement should be consulted.<sup>21</sup>

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<sup>21</sup> <https://data.consilium.europa.eu/doc/document/ST-14569-2022-INIT/en/pdf>

## J. Further Reading

### J.1 Core reading

1. EU Strategic Approach to Women, Peace and Security (WPS) 2018, annexed to the Council Conclusions on WPS, adopted on 10 December 2018 (15086/18)  
<https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>
2. EU Action Plan on Women, Peace and Security (WPS) 2019-2024  
<https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>
3. Implementation of on Women, Peace and Security in the context of CSDP missions and operations (2012)  
<https://data.consilium.europa.eu/doc/document/ST%207109%202012%20INIT/EN/pdf>
4. Overview and full text of the Women, Peace and Security Agenda resolutions  
<http://www.peacewomen.org/resolutions-texts-and-translations>
5. Report on the Follow-up Baseline Study on Integrating Human Rights and Gender Equality into the European Union's Common Security and Defence Policy EEAS 9198/22  
<https://data.consilium.europa.eu/doc/document/ST-9198-2022-INIT/en/pdf>
6. EU Gender Action Plan (GAP) III – An Ambitious Agenda For Gender Equality and Women's Empowerment in EU External Action  
[https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final\\_en.pdf](https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf)

### J.2. EU Documents

1. EU Strategic Approach to Women, Peace and Security (WPS) 2018, annexed to the Council Conclusions on WPS, adopted on 10 December 2018 (15086/18)  
<https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>
2. Implementation of on Women, Peace and Security in the context of CSDP missions and operations (2012)  
<https://data.consilium.europa.eu/doc/document/ST%207109%202012%20INIT/EN/pdf>
3. EU Action Plan on Women, Peace and Security (WPS) 2019-2024  
<https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>
4. Report on the Baseline Study on Integrating Human Rights and Gender into the European Union's Common Security and Defence Policy EEAS(2016) 990  
[https://eeas.europa.eu/sites/eeas/files/baseline\\_study\\_report.pdf](https://eeas.europa.eu/sites/eeas/files/baseline_study_report.pdf)
5. Report on the Follow-up Baseline Study on Integrating Human Rights and Gender Equality into the European Union's Common Security and Defence Policy EEAS 9198/22  
<https://data.consilium.europa.eu/doc/document/ST-9198-2022-INIT/en/pdf>
6. EU Gender Action Plan (GAP) III – An Ambitious Agenda For Gender Equality and Women's Empowerment in EU External Action  
[https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final\\_en.pdf](https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf)
7. EU Action Plan on Human Rights and Democracy 2020-2024  
<https://www.consilium.europa.eu/media/46838/st12848-en20.pdf>
8. Civilian CSDP Compact 2023

[https://www.eeas.europa.eu/sites/default/files/documents/2023/Civilian%20CSDP%20Compact%20Report\\_22.05.2023.pdf](https://www.eeas.europa.eu/sites/default/files/documents/2023/Civilian%20CSDP%20Compact%20Report_22.05.2023.pdf)

9. Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024

<https://www.eeas.europa.eu/sites/default/files/documents/Strategy%20and%20Action%20Plan%20to%20Enhance%20Women%20Participation%20in%20Civ-CSDP%20missions.pdf>

### J.3. Women, Peace and Security Agenda – UN Resolutions

1. Resolution 1325 (2000) of the United Nations Security Council on women, peace and security (UNSCR 1325)  
<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20SRES1325%20.pdf>
2. Resolution 1820 (2008) of the United Nations Security Council on women, peace and security (UNSCR 1820)  
<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/CAC%20S%20RES%201820.pdf>
3. Resolution 1888 (2009) of the United Nations Security Council on women, peace and security (UNSCR 1888)  
<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20SRES%201888.pdf>
4. Resolution 1889 (2009) of the United Nations Security Council on women, peace and security (UNSCR 1889)  
<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20SRES%201889.pdf>
5. Resolution 1960 (2010) of the United Nations Security Council on women, peace and security (UNSCR 1960)  
<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20SRES%201960.pdf>
6. Resolution 2106 (2013) of the United Nations Security Council on women, peace and security (UNSCR 2106)  
[http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2106.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2106.pdf)
7. Resolution 2122 (2013) of the United Nations Security Council on women, peace and security (UNSCR 2122)  
[http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2122.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2122.pdf)
8. Resolution 2242 (2015) of the United Nations Security Council on women, peace and security (UNSCR 2242)  
[http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2242.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2242.pdf)
9. Resolution 2467 (2019) of the United National Security Council on women, peace and security  
[https://www.un.org/shestandsforpeace/sites/www.un.org/shestandsforpeace/files/unscr\\_2467\\_2019\\_on\\_wps\\_english.pdf](https://www.un.org/shestandsforpeace/sites/www.un.org/shestandsforpeace/files/unscr_2467_2019_on_wps_english.pdf)
10. Resolution 2493 (2019) of the United National Security Council on women, peace and security

<https://documents-dds-ny.un.org/doc/UNDOC/GEN/N19/339/37/PDF/N1933937.pdf?OpenElement>

The WPS agenda, from UNSCR 1325 to UNSCR 2493, is complemented by and intersects with the wider gender equality agenda, including the **Beijing Declaration and Platform for Action** and the **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**. It also recognises the synergies and coherence between the WPS agenda and relevant UN and EU policy frameworks, such as conflict prevention and sustaining peace, the 2030 Agenda for Sustainable Development as well as the Youth, Peace and Security agenda, the EU Gender Action Plan 2021-2024, the EU Global Strategy for Foreign and Security Policy, the new European Consensus on Development and other relevant EU strategies, guidelines, action plans, tools and financing instruments. The WPS agenda identifies actions under the key issue areas of Prevention, Protection and Relief and Recovery and under the two cross-cutting aspects of Gender Mainstreaming and Participation. These actions are interlinked and mutually reinforcing, e.g. the meaningful and inclusive participation of women in decision making will contribute to breaking the continuum of violence and discrimination against women and girls and vice versa.

### J.4. Other sources

#### a. *Relevant conventions and reports*

1. Council of Europe Convention on preventing and combating violence against women and domestic violence – known as the Istanbul Convention (2011) – ratified by the EU in 2017  
<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046031c>
2. Coomaraswamy, R., & UN Women. (2015). Preventing conflict, transforming justice, securing the peace: a global study on the implementation of United Nations Security Council Resolution 1325. Retrieved from  
<https://reliefweb.int/sites/reliefweb.int/files/resources/UNW-GLOBAL-STUDY-1325-2015.pdf>
3. Convention on the Elimination of All Forms of Discrimination against Women (1979) <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>
4. Beijing Declaration and Platform for Action (specifically: platform E) (1995)  
<http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>
5. Gender, Peace and Security in the European Union's Field Missions; Assessments of EUMM Georgia and EUPOL COPPS Palestinian Territories with observations from EULEX Kosovo  
[https://fba.se/contentassets/bcfe134c7ace454c964c1cf68f856474/fba\\_csdp\\_rapport\\_s5\\_web\\_141217.pdf](https://fba.se/contentassets/bcfe134c7ace454c964c1cf68f856474/fba_csdp_rapport_s5_web_141217.pdf)

#### b. *Other organisations working on WPS (selection/non-exhaustive list)*

1. Folke Bernadotte Academy (FBA)  
<https://fba.se/en/areas-of-expertise/women-peace-and-security/>
2. Geneva Centre for Security Sector Governance (DCAF)  
<https://www.dcaf.ch/>
3. Swedish International Development Cooperation Agency (SIDA)  
<https://www.sida.se/English/>
4. Crisis Management Centre (CMC)  
<https://www.cmcfinland.fi/en/cmc-finland/>
5. Organization for Security and Cooperation in Europe (OSCE)  
<https://www.osce.org/gender-equality>
6. European Institute for Gender Equality (EIGE)  
<http://eige.europa.eu/>
7. European Peacebuilding Liaison Office (EPLO)  
<https://eplo.org/activities/policy-work/gender-peace-security/>
8. UN Women  
<https://www.unwomen.org/en/what-we-do/peace-and-security>
9. United Nations Population Fund (UNFPA)  
<https://www.unfpa.org/>

11. United Nations Development Programme (UNDP)  
<https://www.undp.org>
12. United Nations Children's Emergency Fund (UNICEF)  
<https://www.unicef.org/>
13. North Atlantic Treaty Organisation (NATO)  
[https://www.nato.int/cps/en/natohq/topics\\_91091.htm](https://www.nato.int/cps/en/natohq/topics_91091.htm)
14. Council of Europe (CoE)  
<https://www.coe.int/en/web/genderequality>
15. Kvinna till Kvinna  
<https://kvinnatillkvinna.se/>
16. CARE International (and local branches)  
<https://www.care-international.org/>
17. International Rescue Committee (IRC)  
<https://www.rescue.org/>

### J.5. Training courses and materials

#### Courses:

Gender perspective and Human Rights are integral parts of the overall European Security and Defence College (ESDC) training programme offered by the member states, for example the CSDP Orientation Course and High Level Course as well as courses on integrated approach, conflict prevention, strategic planning for civilian missions, stabilisation and security sector reform. In addition, there are specialized courses offered by ESDC and for example CEPOL. These courses cover themes such as integration of a gender perspective, protection of civilians, gender-based violence in conflicts. The ESDC pre-deployment training offered 10 times per year includes a session on gender mainstreaming as part of planning and review and an e-learning module "gender and the UNSCR 1325". More information on ESDC website: <https://esdc.europa.eu/> and on CEPOL website: <https://www.cepola.europa.eu/>.

#### Materials (for documents without links, consult the CPCC Gender Expert):

1. Training Manual: A Gender Perspective in CSDP (FBA), <https://fba.se/en/about-fba/publications/a-gender-perspective-in-csdp/>
2. Implementation of UNSCR 1325 and UNSCR 1820 in the context of training for the ESDP missions and operations – recommendations on the way forward (doc. 13899/09) <https://data.consilium.europa.eu/doc/document/ST%2013899%202009%20INIT/EN/pdf>
3. Package of three draft concepts containing standard training elements on Human Rights, Gender and Child Protection in the context of CSDP (doc. 17209/10)
4. UN Women has a selection of free, self-paced e-learning modules: <https://portal.trainingcentre.unwomen.org/#selfpaced>
5. Finland has prepared a gender checklist for crisis management personnel
6. Gender & Conflict Analysis Toolkit: A Resource for Peacebuilders. London: Conciliation Resources, 2015. <https://www.c-r.org/resource/gender-and-conflict-analysis-toolkit-peacebuilders>
7. Garred, Michelle, Charlotte Booth and Kiely Barnard-Webster "Do No Harm & Gender." Guidance Note. Cambridge, MA: CDA Collaborative Learning Projects, 2018. <https://www.cdacollaborative.org/publication/no-harm-gender-guidance-note/>



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8. DCAF has a gender and security toolkit, which provides resources gender mainstreaming different sectors (e.g. policing, border management etc.): <https://www.dcaf.ch/gender-and-security-toolkit>
9. EIGE Toolkit on Gender-sensitive Communication: <https://eige.europa.eu/publications-resources/toolkits-guides/gender-sensitive-communication>

### **K. Annexes**

- I Gender Analysis Tool**
  - II Gender equality policy marker**
  - III ToR for GFP (template)**
  - IV Mission internal Gender Action Plan (template)**
-

### Gender analysis tools

Gender analysis involves the analysis of information on gender differences and social relations to identify and understand inequities based on gender. To identify these gender dimensions, you are suggested to consider certain factors that focus on detecting gender dimensions. What follows below are three examples of gender analysis tools. The Harvard Model is the generic gender analysis tool. This model is to be adapted and furthered depending on the needs and the contexts where the gender analysis is applied, as exemplified by the second example presented in the table developed for EULEX Kosovo. Both of these examples are extracted from Elroy, G. (2016), *A gender perspective in CSDP – Training manual*, Folke Bernadotte Academy. The third example comes from the Gender Functional Planning Guide by SHAPE. The model has over the years been developed and used among others in the training courses and concepts of the Nordic Centre for Gender in Military Operations. It is based on the common knowledge from many different models.

#### Example 1: The Harvard model

<b>Activity profile</b>	This profile refers to the gendered division of roles and responsibilities by asking <b>who does what, where and when?</b>
<b>Resources profile</b>	Through their roles and responsibilities, people have different access and control of resources. In this profile we ask questions about who has <b>access to and who controls what resources?</b>
<b>Causes profile</b>	For this profile we look for the <b>underlying causes of the above</b> . Why does a situation look a certain way? Causes could be found in social attitudes, traditions, laws and customs, but also in poverty, lack of education, and other forms of disadvantage. To analyse the causes is important when designing the long-term strategies.
<b>Consequences</b>	This is where we ask what <b>the consequences are/or what the impact</b> of the previous two levels is on women, men, girls and boys? The answer tells us what the gender-specific needs, interests, opportunities are.

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Questions to be asked to fill out the Harvard model:

NOT ONLY...	BUT ALSO...
<ul style="list-style-type: none"><li>• What needs/interests?</li><li>• What people do?</li><li>• What resources?</li><li>• How many women?</li><li>• How many men?</li><li>• Who is included?</li><li>• Who talks?</li><li>• What security?</li><li>• What information?</li></ul>	<ul style="list-style-type: none"><li>• Whose needs/interests?</li><li>• Who does what?</li><li>• Whose resources?</li><li>• Which women?</li><li>• Which men?</li><li>• Who participates?</li><li>• Who is listened to?</li><li>• Whose security?</li><li>• Whose information is seen as valuable?</li></ul>

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### Example 2: An elaborated Gender Analysis model

	MEN	WOMEN
<i>Activity profile</i> <ul style="list-style-type: none"> <li>Who does what where and when (community/home/police/justice)?</li> <li>Who are witnesses?</li> <li>Who are perpetrators?</li> <li>Etc.</li> </ul>		
<i>Resources profile: access</i> <ul style="list-style-type: none"> <li>Access to legal protection?</li> <li>Access to the police?</li> <li>Access to social support/networks?</li> <li>Access to legal information?</li> <li>Access to protection/shelter?</li> <li>Access to meetings/committees?</li> <li>Access to witness protection?</li> <li>Etc.</li> </ul>		
<i>Resources profile: control/influence</i> <ul style="list-style-type: none"> <li>Who controls/influences decisions?</li> <li>Who controls/influences social mobility?</li> <li>Who controls/influences legislation/legal interpretation?</li> <li>Who controls/influences what is being reported?</li> <li>Etc.</li> </ul>		
<i>Vulnerabilities/insecurities profile</i> <ul style="list-style-type: none"> <li>Who is affected by what insecurities where and when?</li> <li>Etc.</li> </ul>		
<i>Social attitudes profile</i> <ul style="list-style-type: none"> <li>What are the social attitudes within: <ul style="list-style-type: none"> <li>a) the community/family;</li> <li>b) the police?</li> <li>c) the justice system?</li> </ul> </li> <li>Etc.</li> </ul>		
<i>Consequences</i> <ul style="list-style-type: none"> <li>Consequences and impact profile</li> <li>What are the consequences/impact of the above?</li> </ul>		

### Gender equality policy marker

When planning for activities with a gender component or in general, a useful tool is **the gender equality policy marker**:

<http://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>

The gender equality marker is a qualitative statistical tool to record aid activities that target gender equality as a policy objective. It is used by the OECD-DAC members to track aid in support of gender equality and women's rights and as part of the annual reporting of their aid activities. The gender equality policy marker is based on a three-point scoring system:

- Principal (marked 2) means that gender equality is the main objective of the project/programme and is fundamental in its design and expected results. The project/programme would not have been undertaken without this objective.
- Significant (marked 1) means that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme.
- Not targeted (marked 0) means that the project/programme has been screened against the gender marker but has not been found to target gender equality.

Each Civilian CSDP Missions are screened for DAC Gender Equality Marker so that each Mission has a score in CFSP/CSDP budgeting. The Missions are encouraged to apply the Gender Equality Marker in their MIPs or other planning documents for a more nuanced understanding of the level of implementation of gender mainstreaming and WPS activities.

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### Template for Terms of Reference for Gender Focal Points

NB: This template and the content of the ToR should be adjusted to fit the needs and mandate of each Mission, in accordance with internal Gender Action Plans

#### 1. Background

The Gender Focal Point network is a tool to implement the key commitments of the EU to implement the Women, Peace and Security agenda of the EU<sup>22</sup>. According to the mission's OPLAN, the mission should integrate a gender perspective in both its internal and external activities (*for each mission to specify*). To that effect, the mission has created a Gender Action Plan and the Gender Focal Points will assist the Gender Advisor in its implementation.

#### 2. Appointment process / person specification

GFPs are appointed on a voluntary basis and after an internal application process coordinated by the Gender Advisor. Ideally, the Gender Focal Point should have some background in gender and women's rights *or* a willingness to receive training and undertake individual learning. GFPs will receive special gender-training as preparation for their tasks and be supported to attend internal and external training opportunities. For more information, see section G.3 in the Guidelines.

#### 3. Responsibilities and tasks

##### ***General:***

- Identify entry points for gender mainstreaming and bring them to the attention of line managers and the Gender Advisor
- Provide guidance/advice on how to include a gender perspective to their unit in their activities
- Coordinate between their unit/team and the Gender Advisor
- Create and/or provide comments on draft documents, tools or checklists
- Contribute to gathering and sharing good practices and lessons learnt on gender mainstreaming
- Contribute to awareness raising of colleagues on gender mainstreaming and gender-sensitive approaches
- Participate in activities of the Gender Focal Points network (e.g. meetings, trainings, workshops etc.)

##### ***Mission specific:***

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<sup>22</sup> The key commitments of the EU are laid out in the following document: The implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP' (CoEU 15782/3/08/REV 3)

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*Include here tasks and responsibilities that are specific to the mandate of the mission*

### 4. Duration

Ideally, the Gender Focal Point should be appointed for a duration of 1 year, renewable *(for each mission to specify)*.

Gender Focal Points are expected to dedicate  $x$  % of their time to their duties *(for each mission to specify)*.

### 5. Line of reporting

The Gender Focal Points are to report on their GFP duties to their line managers and through regular reporting mechanisms.

Gender Focal Points are expected to keep in regular *(for each mission to specify)* contact with the Gender Advisor.

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## Mission gender action plan

MISSION (NAME) GENDER ACTION PLAN - YEAR XX						
	External/ Internal	Objective	Activity	Indicator	Timeframe	Progress report
Gender Mainstreaming		<i>Example...</i>				
	<i>External</i>	Improved legal protection from Gender-Based Violence	Provide recommendations based on international standards and European best practice regarding Gender-Based Violence to the legislative working group	Provisions penalizing Sexual and Gender-Based Violence included in the Criminal Code		
	<i>Internal</i>	Enhancement of the Mission's gender mainstreaming	Create a Mission-wide Gender Focal Point network	N# of GFPs appointed		



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		mechanisms				
<b>Specific Action</b>	<b><i>External</i></b>	Increased representation of women at all levels in the Border Police and Corrections Service	Support counterparts to design targeted recruitment campaigns towards women.  Organize trainings for female corrections officers on leadership skills	N# of female candidates applying to the Corrections Service  N# of female candidates in supervisory positions		
	<b><i>Internal</i></b>	Increased the Mission's external and internal outreach and visibility in regards to women's rights and gender equality issues.	Produce articles covering gender-related activities and issue press statements on Action Days such as on 8 March, the International Women's Day, and during the 16 days against violence against women.  Organize a symbolic action on 31 October	N# of articles and press releases on gender-related issues		

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			about UNSCR 1325			
<b>Dialogue</b>	<i>External</i>	Enhanced dialogue between the Mission's Senior Management and local women's organizations regarding the implementation of UNSCR 1325	Establish a consultation meeting mechanism and organize two consultation meetings per year	N# of meetings with women's organizations  Examples of actions/decisions by the Senior Management to follow up on consultation meeting recommendations		
	<i>External</i>	Strengthened dialogue with local counterparts about the need to implement UNSCR 1325	Create key messages based on UNSCR 1325 to be delivered to selected local counterparts by Senior Mission Managers	N# of talking points delivered by Senior Mission Managers related to UNSCR 1325  Examples of actions taken by local counterparts to follow up on advice		

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				from the Mission		
	<i>Internal</i>	Strengthen the internal dialogue between the Mission's Senior Management team and GA-GFPs	Organize regular meetings between GA-GFPs and Senior managers	N# of meetings  Meeting minutes		

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