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Delegations will find attached document EEAS(2022) 405.

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EUROPEAN EXTERNAL ACTION SERVICE



Integrated Approach for Security and Peace (ISP)

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

**of 30/03/2022**

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## EXECUTIVE SUMMARY

The promotion and protection of human rights and gender equality are fundamental values, norms and principles of the European Union, as well as political objectives and priorities for its external action, including its foreign and defence policies.

Human rights violations and abuses are often inherent to the conflict and crisis dynamics of the various contexts in which Common Security and Defence Policy (CSDP) missions and operations are present. When left unaddressed, human rights violations and abuses are likely to have a direct impact on the legitimacy of the institutions that CSDP missions and operations (M/Ops) support through advice, capacity building and training, and which they partner to provide security. Similarly, in many contexts where CSDP M/Ops are deployed, gender inequality, sexual and gender-based violence and discrimination prevent women and girls – and also men and boys – from fully participating in society and being able to fully enjoy their rights and opportunities. Ultimately, the EU’s contribution to the establishment of wholly accountable institutions that respect the rights of all citizens is intrinsically connected to the legitimacy of the EU and CSDP engagements. CSDP action is also much more likely to be sustainable and to promote long-lasting peace and security if the local counterparts adhere to the full respect and promotion of human rights and gender equality.

Since the CSDP M/Ops were established, policies have stressed the need to systematically integrate human rights, a gender perspective and the Women, Peace and Security agenda into all aspects of CSDP M/Ops. After more than a decade of CSDP M/Ops, the EU Member States tasked the EEAS, in 2015, with conducting a study to assess the extent these policies had been implemented and how human rights and gender perspective had been integrated into CSDP, and to establish baselines for measuring progress over time. The first baseline study was carried out in 2015, and the corresponding report, with recommendations, was completed and issued in 2016. The 2015/2016 study found that in order to improve the impact of human rights and gender mainstreaming carried out by CSDP M/Ops, there is a need to develop and invest in internal resources, expertise, structures, management engagement, buy-in and leadership, and proper planning. The recommendations formulated in the 2015/2016 baseline study report have instructed the work of missions, operations and headquarters in the field of human rights and gender mainstreaming in the years since.

Two progress reports were produced and presented to the Political and Security Committee (PSC) respectively in 2018 and 2020. On 28 May 2020, when the PSC took note of the Second Progress Report of Human Rights and Gender Mainstreaming in CSDP, Member States tasked the EEAS to conduct a follow-up study to update the baselines. This follow-up study sets 2020 as a new baseline year using the same methodology in order to measure the progress against the baselines established in the 2015/2016 study. Questionnaires were distributed, and impact and planning case studies were carried out. In addition to human rights and gender equality, this follow-up study looked more deeply into the integration of children and armed conflict agenda and international humanitarian law into CSDP.

## Main findings

### Internal integration

- 1. Planning case studies.** The ‘Suggestions for crisis management procedures’<sup>1</sup> from 2013 include references to human rights and gender equality, and 2008 policy on Mainstreaming Human Rights and Gender into CFSP<sup>2</sup> and 2012 policy on WPS in CSDP<sup>3</sup> state that human rights and gender mainstreaming as well as the Women, Peace and Security agenda should be considered from the early planning to the conduct of CSDP M/Ops and evaluation. The study findings show that most planning documents do include references to human rights and gender mainstreaming, however, the integration of human rights, a gender perspective and WPS is not yet systematic and consistent in operational planning documents. Similarly to the findings of the 2015/2016 study, the inclusion of human rights and gender aspects remain generic as the crisis management procedures do not provide specific guidance on human rights and gender mainstreaming. As an outcome, the level of integration of human rights and gender into planning and review documents varies significantly, from M/Ops that use generic language to ones that include detailed and contextualised references to human rights and gender aspects throughout all of their planning cycle documents. The six-monthly reports (SMRs) tend to be narrative texts, providing a description of actions taken rather than an analysis of the impact of gender and human rights mainstreaming work. In order to better monitor this work, it would be helpful to establish concrete benchmarks. On the Civilian Planning and Conduct Capability (CPCC) side, some new initiatives have emerged (a partly standardised operation plan (OPLAN) annex on human rights and gender, and the Civilian Operations Commander Operational Guidelines on Gender Mainstreaming), but have so far had a limited impact on core planning documents. In conclusion, the planning case studies indicate there has been no significant change in the level of integration of human rights and gender equality into planning and review documents since the 2015/2016 study.
- 2. Impact case studies.** It is challenging to measure impact where targets and indicators have not been clearly established and M/Ops are simply given a generic mandate to mainstream gender and human rights in all lines of operation. For this reason, a selected number of M/Ops were asked to conduct an internal analysis to identify the three human rights- and/or gender-related activities which they themselves considered to be most impactful. The 2015/2016 study found that in order to improve the impact of the human rights and gender mainstreaming that M/Ops are carrying out, there is a

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<sup>1</sup> Suggestions for crisis management procedures for CSDP crisis management operations, doc. 7660/1/13, dated 17 June 2013.

<sup>2</sup> Compilation of Relevant Documents on Mainstreaming Human Rights and Gender in European Defence and Security Policy, 2008.

<sup>3</sup> Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations, doc. 7109/1, dated 6 March 2012.

need to develop and invest in internal resources, expertise, structures, management engagement, buy-in and leadership, and proper planning. Over the past five years, there have been considerable developments in building up internal capabilities to support human rights and gender mainstreaming. At present, there is a clear need to more systematically follow up on M/Ops' external mainstreaming activities and develop methods for measuring impact. In parallel, guiding documents regarding strengthening partnerships and engagement with national counterparts, including with civil society, and developing specific thematic guidance to complement generic mainstreaming with targeted actions are needed. Better context analyses to respond more efficiently to the gaps and needs of host country actors should be further developed at all stages of planning.

- 3. Commitment and resources.** Management buy-in and leadership is essential to guarantee the success of human rights and gender mainstreaming. The EU Action Plan on Women, Peace and Security and the Gender Action Plan III establish the objective of 'leading by example', which refers to the requirement upon management to show their engagement and commitment, including by establishing gender-responsive and gender-balanced leadership at top political and management levels. Furthermore, human rights and gender advisers have highlighted the importance of management support to the success of their work. While the 2015/2016 study concluded that CSDP management's concrete engagement on human rights and gender equality was limited, and that responsibility was placed almost entirely on human rights and gender advisers and focal points, this trend seems to be slowly starting to change, and the follow-up study indicates that management engagement has increased. In addition to management buy-in, it is also crucial to have the resources needed to facilitate the work on gender and human rights mainstreaming. There have been positive developments on the civilian side in this regard, with the arrival of a gender and women, peace and security (WPS) adviser in the CPCC, and the addition of human rights to the job description of CPCC's horizontal rule of law expert. In addition, the new Mission Model Structure has placed mission advisers at a strategic level and sets out as general rule a single-hatted human rights adviser as well as gender adviser. Most civilian missions now reflect this change. In addition, the majority of civilian missions have set up internal gender focal point networks.
- 4. Knowledge management (KM).** Study results indicate considerable progress in the institutionalisation of human rights- and gender-related work. For instance, management no longer considers internal factors such as a lack of expertise, awareness and resources as the most important challenges for human rights- and gender-related work, in contrast to the 2015 study results. Secondly, KM practices such as handovers, guidance from superiors and training have become much more available to human rights and gender advisers. Moreover, many more operational experts responded that strategic and operational guidance on human rights and gender equality is now available for them. Human rights advisers have asked for joint

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knowledge-management/-sharing and collaborative tools to further enhance access to information, encourage collaboration and improve KM.

- 5. Training.** As of 2017, pre-deployment training is mandatory for all staff. Although the percentage of staff that were given a pre-deployment training session involving human rights and gender equality elements has increased since 2015, more than a third of respondents did not receive such a session. The pre-deployment training held in Brussels for contracted staff within the European Security and Defence College (ESDC) umbrella includes a session on human rights and gender mainstreaming. However, it is the Member States' responsibility to provide pre-deployment training to seconded staff, and it is likely that not all MS include human rights and gender in that training. For military personnel, pre-deployment training is the sole responsibility of the sending state. Dedicated training on human rights and gender equality does exist, but it is accessible to few. In 2020, the EU Civilian Training Group (EUCTG) identified international humanitarian law and human rights, and gender equality amongst the priority training areas and the Training Requirement Analyses (TRA) were carried out. Both TRAs identified gaps and highlighted further training needs in those domains, which will need to be followed up.

#### **Internal participation**

- 6. Women's and men's representation in CSDP.** The representation of women in CSDP M/Ops remained unchanged over the five-year period between the two studies. In December 2020, women constituted 24 % of international staff in civilian missions (compared to 25 % in 2015). In December 2020, women constituted 5 % in military missions and 6 % in military operations (compared to the estimate of 3-7 % in 2015). In the civilian HQ structures (the Integrated Approach to Security and Peace Directorate (ISPD), the Security and Defence Policy Directorate (SECDEFPOL), the CPCC) the situation is better, as women constitute around 50 % of all staff, but they continue to be underrepresented in management positions (30 %). It is recognised that more action is needed to improve the low representation of women in such positions. The commitment 16 of the Civilian Compact addresses gender aspects including the need to increase the representation of women. At the end of 2021, the EEAS adopted the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024, which sets an ambitious target to increase the representation of women to 40% by 2024 across all categories of personnel. However, similar efforts are still needed at the military side.
- 7. Sex-disaggregated data.** Military M/Ops now collect sex-disaggregated personnel figures, which was not the case in 2015. However, though those figures show the overall representation of women in the organisation, they still do not indicate which positions women and men hold. On the civilian side, the CPCC has improved its collection of personnel figures by providing sex-disaggregated data across different staff categories. Consequently, the CPCC is now able to analyse and show progress



over time as regards the representation of women in leadership positions, as well as in operational positions, where women also tend to be strongly underrepresented.

- 8. Conduct and discipline.** In 2020, five cases of gender-based discrimination and sexual harassment were reported in CSDP M/Ops, which were all investigated and the acts involved sanctioned. In 2015, no cases were reported, but human rights and gender advisers suggested that this might not reflect the reality as many people choose not to file a formal complaint about such incidents. This development could therefore indicate a slightly positive trend that more people come forward to report a breach. The Upgraded Generic Standards of Behaviour for CSDP Missions and Operations were approved in 2018, and modules on conduct and discipline continue to be an integral part of pre-deployment and in-mission training. However, there is still no centralised database at HQ level of all complaints that have been filed in M/Ops. It is particularly difficult to find data for the M/Ops that have been concluded. An assessment of the extent to which the Code of Conduct and Discipline, the Upgraded Generic Standards of Behaviour and the Guidelines on Ethics and Integrity for CSDP missions are aligned with general principles of (international) human rights, such as the right to a fair trial and the right to an effective remedy, falls outside of the scope of this report.

### **External integration**

- 9. Human rights.** Integration of human rights varies significantly from one context to another, depending on the resources available, the context and the mandate of the mission. All M/Ops have adopted human rights mainstreaming approaches and integrate human rights into all lines of operation and activity, with varying degrees of success. All M/Ops also provide human rights training, both externally to national partners and internally, whether as standalone training or as integrated modules. Most M/Ops also engage with host countries' institutions and actors to provide advice and to address human rights issues in the larger framework of security and justice sector reform. Furthermore, the majority of M/Ops promote respect for human rights among host country partners, but only a few address the human rights risks associated with the security support provided by the M/Op.
- 10. Gender equality and Women, Peace and Security (WPS).** Due to the increased availability of policy and operational guidance on gender equality and WPS, there has been a clear positive evolution in the level of engagement and the types of activities undertaken by M/Ops in this area, and these have become much more standardised and rooted. Besides gender mainstreaming, M/Ops also promote the participation of women in society and work with national institutions to prevent and address sexual and gender-based violence. In addition to the centrally provided guidance and tools, some civilian missions have developed advanced tools and mechanisms for both internal and external gender mainstreaming. The results also indicate, however, that in those contexts where gender inequality is higher, it is more challenging to promote

gender equality. Successful gender mainstreaming goes hand in hand with gender analysis and leading by example, and in this regard M/Ops can still improve.

**11. Children and armed conflict (CAAC).** The EU is committed to promoting children's rights in its external action, but this commitment is not yet fully operationalised in the context of CSDP. Over 60 % of M/Ops reported on their engagement with children's rights, but only one mission, which was included in the sample of planning case studies, had a reference to CAAC in its mandate. Civilian missions have focused on promoting juvenile justice systems and the rights of children in contact with the law, and military M/Ops have primarily approached the issue of children's rights through training. However, despite the existence of dedicated policy documents, M/Ops are not particularly involved in the promotion and implementation of the CAAC agenda. Moreover, every year the EU adopts a list of priority countries where children are affected by armed conflict, in line with the list in the annexe to the UN Secretary-General's annual CAAC report. In 2020, Iraq, Israel/OPT, Central African Republic (CAR), Libya, Mali and Somalia were on this list, but none of the missions located in those theatres reported any activity on CAAC. Low levels of engagement on CAAC can certainly be explained by factors such as a lack of expertise, limited resources and awareness, and priority being given instead to the mainstreaming of human rights – but it is worthwhile analysing how the EU's commitment to children's rights and to the CAAC agenda could be further mainstreamed in CSDP and whether there is a willingness to allocate resources to this effort.

**12. International humanitarian law (IHL).** CSDP M/Ops are deployed either in a context involving an ongoing armed conflict (in most cases a non-international armed conflict) or in a post-conflict situation. The promotion of IHL is relevant in both contexts, even if the M/Op is not party to the conflict. However, the specific mandate of CSDP M/Ops in a conflict-driven environment poses particular challenges to the obligation for the EU and its actors to ensure full respect for, and compliance with, principles of IHL. The study results show that in 2020, 44 % of M/Ops took some kind of action regarding IHL, in most cases by providing IHL training (EUTMs and some civilian missions). A number of civilian missions in post-conflict situations were engaged in monitoring the investigation of war crimes and identification of missing persons. However, the majority of M/Ops highlighted that IHL is not specifically in their mandate, which indicates lack of understanding of the broad nature of IHL obligations. In addition to the apparent confusion over whether the M/Ops should or should not address IHL, there is a clear lack of available expertise and/or resources in this area. IHL activities are usually carried out by human rights advisers, but very often M/Ops need to partner with other international organisations such as the OHCHR and the ICRC to be able to provide IHL training and advice.

**External participation**

**13. Partnerships.** Partnerships on human rights and gender equality are crucial for the success of CSDP M/Ops in increasingly diverse and competitive conflict theatres, with a range of actors involved in both the conflict and the conflict resolution process. The results of the study indicate that HQ and M/Ops are aware of this and are responding well to this evolving context, as partnerships with main actors seem to have intensified. M/Ops are engaging more actively with their three main partners: the UN, other EU actors and host government institutions. M/Ops are also interacting with a great variety of civil society organisations. Partnerships with international organisations focus on coordinating efforts, sharing information and reducing the duplication of activities. Partnerships with host country governments focus on providing advice, capacity building and training, as well as actual cooperation in the form of implementing projects. Partnerships with international and local civil society organisations focus on civil society consultations, information sharing and sometimes joint training and projects. There is however potential to increase the cooperation between M/Ops, and regional organisations such as the African Union (AU), ECOWAS and the like. Such cooperation could be a useful opportunity in contexts where the voices claiming that human rights are a Western value are gaining ground.

**14. Participation of women.** Senior managers overwhelmingly suggest that the biggest challenge for gender mainstreaming in CSDP is the lack of women in host country institutions. Although respondents estimated that the percentage of women in their national counterpart organisations has slightly increased since 2015, it is still very low. This increase may also be a reflection of more attention given to the representation and participation of women in operational documents. M/Ops are increasingly engaging in messaging and activities to promote the representation and participation of women in host country institutions. There are many good initiatives in place and most of them are long-lasting projects rather than one-off activities. However, activities to support women in leadership positions and gender-responsive leadership training targeting both men and women are not widely rolled out. Efforts to promote the participation of women in host country institutions are also hampered by the low representation of women in CSDP M/Ops, military ones in particular.

**15. Human rights and women's rights defenders.** M/Ops' engagement with civil society is primarily motivated by the understanding that advising and supporting security and justice actors, especially in conflict and post-conflict situations, requires in-depth knowledge of how they operate and how the local population perceives them. In this regard, several missions have trust-building as one of their mandated tasks. Like the 2015/2016 study, the results of this study show that M/Ops engage with civil society organisations primarily for the purpose of consultation, information sharing and coordination. The study also shows that their engagement with civil society does not involve the implementation of operational activities, and that they do not provide support to or strengthen the capacities of local human rights and women's rights

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defenders' organisations. Only one mission has been involved in an activity aimed at protecting human rights defenders. Despite the constraints of the mandate, there are opportunities to increase and diversify M/Ops' cooperation with civil society – for instance, on protecting human rights and women's rights defenders, who are increasingly at risk in various parts of the world, or on improving cooperation and collaboration between security forces and women's rights organisations on handling sexual and gender-based violence cases. Partnering more actively with local women's rights organisations may also help to counter the narrative that gender equality is a Western value.

### Recommendations

The recommendations formulated in 2015/2016 focused primarily on building internal gender and human rights mainstreaming resources and capacities. While the efforts to strengthen internal capacities and institutionalising mainstreaming mechanisms should continue, in particular with regard to military M/Ops and military HQ structures, there is now a clear need to invest more in external integration and participation, and in thematic engagements. Thematic areas such as sexual and gender-based violence, human rights due diligence, international humanitarian law and children and armed conflict should be further conceptualised for the specific context of CSDP so that they are considered systematically in strategic and operational planning as well as during the implementation.

**1. Planning, reporting and reviewing.** Despite 2008 and 2012 policies stating that human rights and gender mainstreaming, and WPS should be considered from the early planning to the conduct of CSDP M/Ops and evaluation, mission planning documents are not yet systematically integrating human rights, a gender and WPS perspective. Consequently, many elements of the 2015/2016 recommendation to ensure a more systematic, context-specific and result-oriented approach to planning and reviewing are still relevant, in particular:

- integrating human rights and gender expertise from the earliest planning stages (i.e. before the drafting phase) and conducting strategic reviews;
- integrating human rights and gender expertise into political-strategic and operational planning teams in ISP.3, the CPCC, the MPCC and the EUMS;
- working together with planners to develop human rights and gender equality planning guidelines, checklists and scenario-based tools, specific to CSDP planning and strategic review.

Secondly, additional efforts are needed to improve links between human rights and gender mainstreaming and M/Op overall objectives. For instance, when the mandate of the mission is to build the capacities of internal security forces, then the human rights compliance of those forces should be included as one of the indicators assessed, depending on the specific operational environment."This indicator could be, for instance, that the policies, procedures and practices used to prevent and address human rights violations are in line with international human rights norms. The M/Op should also have the mandate to support

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activities that help national forces to become human rights-compliant. When reporting on human rights and gender mainstreaming, M/Ops should move from their current activity-focused approach to more results-oriented reporting, prioritising developments over time and the impact of mainstreaming efforts. In this respect, the Gender Action Plan III reporting guidelines for missions and operations as well as new reporting guidelines adopted by Member States, followed by Civilian Operations Commander instruction with clear guidance on human rights and gender integration and results-oriented reports, are already existing useful tools.

- 2. Knowledge management.** Developing a KM strategy and identifying KM tools would enhance the communication between M/Op advisers and headquarters, provide both sides with direct access to knowledge and increase their collaboration. This, in turn, would create synergies both among the civilian and military CSDP M/Ops and with headquarters, avoid duplication of work and increase knowledge retention and sharing. It would also support the network of human rights, gender and civil society advisers and cement their roles as a community of practitioners.
- 3. Human rights and gender training.** The availability of human rights and gender training to personnel deployed to CSDP M/Ops has improved, but it is still not ensured for all. Core elements and concepts of human rights and gender mainstreaming should be systematically included in pre-deployment and induction training, as well as in subsequent mandatory e-learning modules. Basic course for gender focal points and specialised courses for gender advisers developed through support from Folke Bernadotte Academy in 2021-2022 should continue to be offered, possibly through institutionalising the gender focal point training inside the EEAS and M/Ops for sustainability. A specialised training course on human rights mainstreaming and human rights due diligence in the context of CSDP, under the umbrella of the ESDC, should be developed. Finally, to strengthen leadership engagement on human rights and gender equality, all senior managers should receive gender-responsive and human rights leadership training at the beginning of their term.
- 4. Human rights and gender resources.** For civilian CSDP, ensure that the Mission Model Structure with separate human rights and gender adviser positions, placed under the head of mission but administratively reporting to chief of staff, takes effect in all missions. At CPCC, consider transforming the double-hatted human rights/rule of law expert position into a stand-alone human rights adviser position. It is also important to continuously invest in maintaining and strengthening existing resources, particularly the gender focal point networks. In military CSDP, it is particularly important to provide military structures with the necessary resources to enable efficient human rights and gender mainstreaming, as listed below.
  - Military headquarters' structures (the EUMS, the MPCC and all operation headquarters) could have a dedicated gender adviser and/or a double-hatted gender and human rights adviser position, replacing the current focal point

system. Appointments to those positions should be for a minimum of three years, and if not they cannot be filled by MS military personnel, a call for civilian applicants should be issued.

- Force headquarters (FHQs) for both executive operations and military training missions should strive to have at least one gender and/or human rights expert position and ensure that deployment in that position would last for at least one year. If MS do not fill in this post with military personnel, it could be filled by civilians.
- Efforts should be made to match the expectation to promote the CAAC agenda, child protection and IHL with the necessary resources and expertise in those fields, where relevant.

**5. Financial resources.** Currently, only a few M/Ops have a dedicated budget line for human rights and gender equality activities. The availability of a dedicated budget line would greatly facilitate the work of human rights and gender advisers by reducing administrative burdens, facilitating planning and ensuring accountability. Those funds would be in line with the core functions of the M/Op and would support M/Ops in carrying out advisory, training and capacity-building activities in human rights and gender mainstreaming.

**6. Context-specific human rights and gender analysis.** Some of the civilian missions have already conducted gender and human rights analyses, as required by the EU policy documents and Operational Guidelines, for some it is still pending. In-depth sector- (defence, justice, security, etc.) and context-specific analysis is a precondition for successful gender and human rights mainstreaming. The involvement of M/Ops in the development of Country Level Implementation Plans (CLIPS) of EU GAP III is encouraged to better reflect and include the security sector in EU country level gender profiles. Context-specific gender analysis is an important step to inform gender-sensitive and gender-transformative strategies and action plans. Human rights analysis is also necessary in the context of exercising human rights due diligence. M/Ops should also consult local human rights and women's rights organisations when developing human rights and gender analyses. Finally, dedicated training on human rights and gender analysis should be considered with a view to supporting M/Ops.

**7. Sexual and gender-based violence (SGBV).** M/Ops can offer clear added value in their engagement on SGBV thanks to the fact that they work with the security and justice sectors. Concretely, M/Ops should find ways to strengthen their engagement on prevention of, protection against and response to SGBV by supporting law enforcement institutions through legislative reforms, policies, strategies action plans, education, training, awareness of victim-centred approaches, etc. In some contexts, M/Ops could also be more actively involved in combating conflict-related sexual violence (CRSV) and support UN work in this area, for instance by participating in and supporting the work of MARA (Monitoring, Analysis and Reporting Arrangements) networks, where they exist. Strategic and operational guidance tools

will also need to be developed in order to enable M/Ops to create and take a more standardised and structured approach to engagement on SGBV and CRSV. This would help to ensure that the EU's contribution to address SGBV in those countries is more joined-up, more effective and more in line with the EU integrated approach.

- 8. Human rights due diligence on security sector support.** The development and adoption of an EU Human Rights Due Diligence Policy is provided for in the EU Action Plan on Human Rights and Democracy 2020-2024, and efforts are under way to take this policy initiative forward. The study shows that only a few missions are currently integrating elements of human rights due diligence into their activities. While the policy is under preparation, CSDP M/Ops should start taking steps to integrate human rights and IHL risk management into their activities and operations, to ensure that their support is fully in compliance with the EU's obligations under international human rights and humanitarian law. The Civilian Operations Commander Guidelines on Human Rights Mainstreaming and Human Rights Due Diligence are already providing some useful guidance for civilian missions in this regard.
- 9. Mainstreaming child protection and CAAC.** In line with the EU's overall commitment to promoting the rights of the child and the CAAC agenda, efforts should be made to ensure that CSDP M/Ops integrate those topics into their activities, where relevant. This could be achieved by:
- including child protection and the CAAC agenda more systematically in mandates, planning and strategic reviews and in the activities of M/Ops;
  - exploring how M/Ops deployed in CAAC priority countries (Iraq, Israel/OPT, Libya, CAR, Mali and Somalia) could address the CAAC agenda in their activities, even where their mandate does not explicitly refer to these issues, and how M/Ops in other countries could focus more on child protection in general;
  - analysing further the gaps in how the CAAC agenda and child protection are being approached and implemented in CSDP and the possibilities for approaching and implementing them in future, and developing strategic guidance for engagement on CAAC and child protection in the context of CSDP.

Efforts should be made to match this focus on child protection and mainstreaming the CAAC agenda with existing resources in CSDP structures in headquarters and in M/Ops, and additional resources should be made available, if needed.

- 10. International humanitarian law (IHL) and protection of civilians (PoC).** Updated EU Guidelines on promoting compliance with international humanitarian law (2009) identifies crisis-management operations and training among the means of action at the disposal of the EU to promote respect for IHL. Protecting civilians and upholding

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international humanitarian law are key to the operational effectiveness of armed and security forces and can help address drivers of conflict. CSDP M/Ops thus need to include capacity building on IHL and PoC into their work with partners. Compliance with IHL requires explicit and robust procedures at the strategic, operational and tactical levels, as well as appropriate staffing and training that will enable those safeguards to be implemented. Consequently, further efforts are necessary to promote IHL through CSDP M/Ops, such as:

- systematically including IHL in the mandate of new CSDP M/Ops, by tailoring the engagement on this issue to the specific objectives of the mission (for example, protecting civilians, monitoring the investigation of war crimes, identifying missing persons in post-conflict situations, providing general or specific training on IHL to armed and security forces, etc.);
- in the course of the Strategic Reviews (SR), consider how to better mainstream IHL and following the SR recommendations, M/OPLANS and mission implementation plans may require to be amended;
- including mandatory modules on IHL in the pre-deployment and induction training for M/Ops, both in HQ and during posting, and integrating IHL into all training activities provided by M/Ops, based on specific needs (basic-, expert- or advanced-level modules);
- strengthening partnerships and engagement with national counterparts to develop IHL curricula, and providing joint training on IHL when in-mission expertise is not sufficient.



## 1 INTRODUCTION

### 1.1 Context and background

The EU has developed a solid policy framework for promoting and protecting human rights and advancing gender equality in its external action. The EU is currently implementing its third Action Plan on Human Rights and Democracy 2020-2024 and its third Gender Action Plan (GAP III) 2021-2025. It has also renewed its approach to the implementation of the Women, Peace and Security Agenda by adopting Council Conclusions on a Strategic Approach to WPS in 2018 and its Action Plan on WPS for 2019-2025 in 2019. All those policy frameworks and action plans extend to Common Foreign and Security Policy, and CSDP M/Ops are among their implementing actors. Several CSDP related policy documents have also been developed over the years, such as the Implementation of UNSCRs on Women, Peace and Security in the context of CSDP (2012), Compilation of Relevant Documents on Mainstreaming Human Rights and Gender in European Security and Defence Policy (2008) and Lessons Learnt for Integrating Human Rights and Gender (2010).

Since the last baseline study report was issued in 2016, the EU has continued to act on its policy commitments to integrate human rights and gender equality into CSDP. Steps have been taken to translate policy commitments into action, through planning and review documents and operations and activities in the field. This work is facilitated by human rights and/or gender advisers and/or focal points in headquarters and CSDP M/Ops. In the fast-evolving context of CSDP, new tools and operational guidance documents have been developed to support M/Ops in implementing policy commitments on gender equality, WPS and human rights. The CPCC has issued Operational Guidelines for Gender Mainstreaming (2018) and for Human Rights Mainstreaming (2021). Upgraded Generic Standards of Behaviour for CSDP Missions and Operations were approved in 2018, with strengthened provisions for tackling harassment, sexual harassment and other gender-based violence, among other things. The EUMS, meanwhile, established two gender networks in the beginning of 2022. The EU Military Gender Network will be the main forum for regular discussions about gender and WPS-related cooperation in the EUMS, and the Missions and Operations Gender Monitoring Team will be the main forum for regular interaction at operational level, involving EUMS focal points, other relevant EEAS departments, and gender advisers and focal points from the relevant operation headquarters (OHQs) and force headquarters (FHQs) of the military CSDP M/Ops.

In addition, the EU Member States continue to attribute great importance to the integration of human rights and gender equality into CSDP, and regularly highlight this commitment in Council Conclusions – most recently in the Conclusions on Security and Defence of 10 May 2021:

*The Council reiterates its commitments to the EU Action Plan on Women, Peace and Security. It will continue to promote the implementation of UN Security Council Resolution 1325 and on this basis mainstream the gender dimension in all civilian and military CSDP actions, with a particular focus on the number of women in all functions, including leadership positions. The Council also underlines its commitment to the EU Action Plan on*

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*Human Rights and Democracy. Particular attention should be given to the protection of civilians and the protection of children in armed conflict, in line with the relevant guidelines, including in CSDP missions and operations.*

Additionally, the Civilian CSDP Compact, a key strategic document with the objective to strengthen the civilian dimension of the CSDP, has a dedicated commitment on human rights and gender aspects:

Commitment 16: *“Provide a more in-depth and systematic mainstreaming of human rights and gender aspects in all civilian CSDP missions, including by appointing as a general rule dedicated advisers in gender and human rights. Actively promoting an increase in the representation of women among international experts at all levels of the mission, based on increased national contributions and in line with agreed EU and international policies and guidelines;”*

This report presents the findings from the follow-up baseline study on the progress made in the integration of human rights and gender equality into CSDP since 2015 and makes new recommendations for ways to strengthen efforts in this regard. Taking stock in this way on a regular basis is an important way of assessing progress over time, identifying remaining challenges and gaps, and setting new priorities and targets. The study also highlights numerous examples of good practice. However, integrating human rights and gender equality into CSDP is not a straightforward exercise, as CSDP M/Ops are located in some of the most challenging crisis and conflict situations and often deal with fragile national institutions. Very specific and targeted mandates may sometimes limit M/Ops’ wider engagements. Integrating human rights and gender equality in this complex reality requires dedicated resources and expertise, which are often difficult to find.

While the focus of this follow-up study remained on the integration of human rights and gender equality into CSDP, the scope of the study was extended to include other cross-cutting thematic areas, in particular IHL and CAAC. These thematic areas, which often interlink with human rights and gender work, were implicitly included in the first baseline study, but the follow-up study took a more explicit look at the integration of those two strands of work into CSDP. The EU Guidelines on the Promotion of Compliance with International Humanitarian Law and the EU Guidelines on Children and Armed Conflict both underline the important role of EU crisis-management M/Ops in promoting IHL and children’s rights in armed conflict scenarios. In addition, the Concept on Protection of Civilians in EU-led Military Operations, the Implementation Strategy for the EU Guidelines on CAAC and the Checklist for the Integration of the Protection of Children affected by Armed Conflict provide further operational guidance for M/Ops. The study aimed to establish the current level of engagement of M/Ops in those two areas.

In conclusion, the follow-up baseline study demonstrates that over the last five years there has been considerable progress, and that numerous actions taken in the past are now bearing fruit, but some challenges remain. The purpose of the baseline study process is to identify both progress made and gaps remaining, while recognising the complexity of CSDP realities,

with the ultimate aim of providing data to inform and support M/Ops' planning and review processes and activities.

## **1.2 Implementation of previous recommendations**

Based on the findings of the study, the baseline study report of 2016 presented several recommendations clustered under the following headings:

- 1) integration of human rights and gender into planning, operations and review;
- 2) management commitment, engagement and accountability;
- 3) human rights and gender training;
- 4) resources and structures related to human rights and gender mainstreaming; and
- 5) working with partners and peer-to-peer learning.

Good progress has been made with regard to the implementation of most of the recommendations, but some still need further attention in order for them to be fully implemented.

One of the key recommendations made in 2016 was about the availability of **human rights and gender expertise** both at headquarters and in M/Ops. Significant progress has been made in this regard on the civilian side: the CPCC now has a dedicated gender adviser position; the portfolio of its rule of law adviser's position now includes a human rights dimension; and the number of human rights and gender advisers in missions has increased. In addition, gender focal point networks have been set up in the majority of civilian missions. However, in the EUMS, the MPCC, OHQs, FHQs and military training missions, developments have been slower. Given the short rotation cycles of military personnel, it is particularly important to reflect on knowledge management and transfer. Another notable positive development, however, is the better placement of human rights and gender advisers within the organisations, giving them better access to senior management and information.

On **planning- and review-related recommendations**, there are also a few examples of good progress, such as the issuing of the CPCC's Operational Guidelines on Gender Mainstreaming (2018) and on Human Rights Mainstreaming (2021) to give support and guidance to civilian missions on those work strands. As part of a standardisation of operational planning documents for civilian missions, the CPCC has also produced a standardised OPLAN annex on gender mainstreaming and human rights. Nevertheless, work in this area is still ongoing and additional efforts are needed to ensure consistent integration of human rights and gender equality into planning and strategic review documents.

In relation to **human rights and gender training**, progress can be observed in terms of the availability of specialised courses and the integration of gender and human rights modules into other specialised trainings, but there is room for more efforts to ensure that all M/Ops members receive adequate training on human rights mainstreaming, human rights due diligence and gender equality. Attention should be paid to the inclusion of human rights and gender equality elements in pre-deployment training provided by Member States and induction training in M/Ops settings, as the study showed that many M/Ops members had not received training in these areas. Furthermore, an analysis was carried out of both military and

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civilian training needs, and the results of that analysis will be a good basis for the further institutionalisation and standardisation of gender and human rights training.

On **peer-to-peer learning**, the annual meetings of human rights and gender advisers in Brussels, bringing together experts from M/Ops and headquarters, have continued to be an excellent and much-appreciated opportunity to build a community of practitioners, and for the advisers to learn from each other and share best practices. However, after 11 years of meetings, the COVID-19 pandemic disrupted this tradition, and it has not been possible to hold an in-person meeting since 2020. Nevertheless, this new reality offered other opportunities and virtual meetings have become increasingly common. In addition, the CPCC is now organising bi-monthly exchanges with civilian human rights and gender advisers, which shows that contacts between the field and headquarters have become even more regular.

On **management commitment**, the results of the follow-up baseline study indicate that senior managers have become more actively engaged in human rights and gender issues. There are many ongoing efforts to improve managers' commitment and knowledge in those areas – for instance, the CPCC is regularly including sessions on gender mainstreaming and WPS in CSDP senior management seminars and meetings, such as deputy heads of mission and chiefs of staff meetings and the bi-annual heads of mission meetings. While examples of good practices are many, additional efforts are still needed for management to fulfil its responsibilities in integrating human rights and gender perspectives into CSDP M/Ops. In this regard, for instance, specialised training (e.g. on gender-responsive leadership) could be rolled out to senior managers to provide them with the necessary skills and knowledge to lead by example.

Finally, there was a recommendation on **working with partners** and in particular on improving field-level cooperation between different EU presences, specifically a suggestion to involve CSDP M/Ops in the development of Human Rights and Democracy Country Strategies (HRDCS), which are prepared by EU delegations. The study results indicate that, since the adoption of the EU integrated approach to external conflicts and crises in the EU Global Strategy of 2016, cooperation in the field with other EU presences has clearly improved. The importance of stronger field-level cooperation is also acknowledged by headquarters: the note on the development of HRDCS for the implementation of the EU Human Rights and Democracy Action Plan and of Country-Level Implementation Plans (CLIPs) for the Gender Action Plan III, sent out to heads of delegations, highlighted that, where relevant, delegations should reach out and include EU CSDP M/Ops in this process to ensure policy coherence.

### 1.3 Methodological considerations

The follow-up baseline study follows the methodology that was developed for the first study carried out in 2015/2016. Using the same methodology made it possible to measure progress against 21 baselines established in the 2015/2016 report. The baselines and methodology used for the study were informed by similar studies conducted by the United Nations and national crisis-management institutions, such as the Crisis Management Centre and the Folke

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Bernadotte Academy (FBA)<sup>4</sup>. In concrete terms, the methodology involved fully engaging with the M/Ops, carrying out planning and impact case studies and issuing questionnaires to selected personnel in civilian and military M/Ops and in CSDP structures at HQ level.

The study was carried out by ISP.1 in close coordination with the CPCC, the EUMS, the MPCC, ISP.3 and the ESDC. In January 2021, an informal working group on the follow-up baseline study, involving the abovementioned structures, was set up. Occasionally, other EEAS services were consulted, in particular the EEAS SG Gender and Diversity Adviser and the EEAS Global.VMR.3. The concept note for the follow-up baseline study was finalised and approved by March 2021. Data was collected between May and June 2021. The second half of 2021 was dedicated to data analysis and drafting the report. The report was finalised at the beginning of 2022.

The study's temporal baseline is December 2020, meaning the study aimed to identify to what extent human rights and a gender perspective had been integrated into CSDP as of December 2020. Therefore, the baselines for identifying developments over time focused on the 12-month period leading up to December 2020 (1 January 2020 to 31 December 2020), and the planning case studies reviewed the planning, reporting and review cycle closest to December 2020. This also means that the impact of developments that occurred in 2021 – for instance, the adoption of the CPCC's Operational Guidelines on Human Rights and the establishing of two gender networks in the EUMS – is not reflected in this report.

### 1.4 Baselines

The baselines chosen are applicable across all CSDP structures and are clear and quantifiable, in order to facilitate regular follow-up. The 21 baselines were selected based on the existing EU policy frameworks on human rights, gender equality and women's empowerment, the WPS agenda, IHL, and the protection of children affected by armed conflict.

The matrix used for the baseline study is an adapted form of the matrix used by the FBA in its studies on gender. This matrix was used as it makes it possible to assess the key aspects of integration:

- internal integration (management, planning, work processes, and human and other resources);
- internal participation (women's and men's representation);
- external integration (core aspects of mandate delivery and thematic activities);
- external participation (women and men as stakeholders and key partners).

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<sup>4</sup> The matrix used for the Baseline Study is an adapted version of the matrix used in the FBA's case studies on how gender and WPS has been integrated into CSDP missions. See: Ahlin, Martin and Olsson, Louise. Field Assessment: Implementing EU Gender Policy in EUMM Georgia. Sweden: FBA (2014); Sundin, Marielle and Olsson, Louise. Field Assessment: Implementing EU Gender Policy in EUPOL COPPS. Sweden: FBA (2014); and Olsson, Louise, Ahlin, Martin, Sundin, Marielle and Lindstrom, Anna. Gender, Peace and Security in the European Union's Field Missions. Sweden: FBA (2014).

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The baseline study aims to cover the integration of both human rights and gender equality, while at the same time recognising that human rights and gender equality are different areas of expertise that have very different implications for CSDP.

### 1.5 Baseline study matrix

<b>Baselines for mainstreaming human rights and gender equality in CSDP</b>		
	<b>1. Integration</b>	<b>2. Participation</b>
<b>Internal</b>	<p><b>Case study-based planning and impact baseline covering human rights and gender:</b></p> <ol style="list-style-type: none"> <li>1. Integration of human rights and gender into CSDP planning, implementation and review cycle</li> </ol> <p><b>Human rights</b></p> <ol style="list-style-type: none"> <li>2. Senior management leadership on human rights</li> <li>3. Presence, location and tasks of human rights advisers, experts and focal points</li> <li>4. Extent of human rights training</li> <li>5. KM on human rights</li> <li>6. Resources allocated to integrating human rights</li> </ol> <p><b>Gender equality/WPS</b></p> <ol style="list-style-type: none"> <li>7. Senior management leadership on gender equality/WPS</li> <li>8. Presence, location and tasks of gender advisers, experts and focal points</li> <li>9. Extent of gender equality/WPS training</li> <li>10. KM on gender equality/WPS</li> <li>11. Resources allocated to integrating gender perspective/WPS</li> </ol>	<p><b>(No human rights baselines)</b></p> <p><b>Gender equality/WPS</b></p> <ol style="list-style-type: none"> <li>12. Women’s and men’s representation (number and percentage) at different levels (December 2020) and type of efforts made to encourage participation and promote equal opportunities</li> <li>13. Number of gender-related disciplinary cases and type of efforts made to prevent and address gender-related disciplinary matters</li> </ol>



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<b>External</b>	<p><b>Human rights</b></p> <p>14. Number and type of key messages relating to human rights</p> <p>15. Number and type of activities and tools relating to human rights</p> <p><b>Gender equality/WPS</b></p> <p>16. Number and type of key messages relating to gender equality/WPS</p> <p>17. Number and type of activities and tools relating to gender equality/WPS</p>	<p><b>Human rights</b></p> <p>18. Number and type of human rights initiatives in CSDP partnerships, including with UN, NATO, host state, and civil society</p> <p>19. Number and type of engagements with human rights defenders in host country</p> <p><b>Gender equality/WPS</b></p> <p>20. Number and type of gender equality/WPS initiatives in CSDP partnerships, including with UN, NATO, host nation and key civil society organisations</p> <p>21. Number and type of engagements to promote meaningful participation and increased representation of women in host country security and justice institutions, including in leadership positions</p>
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**Table: Overview of baselines for the follow-up baseline study on integrating human rights and gender equality into CSDP.**

### 1.6 Data collection

The findings of the report are drawn from the data that was collected for the purpose of this study. Several data collection methods were used to ensure that comprehensive data was available to measure progress against the 21 baselines.

#### 1.6.1 Planning and impact case studies

To make sure that the follow-up baseline study reflects the complex realities of CSDP, two types of case study were carried out in addition to questionnaires. Those case studies were used to establish a qualitative baseline 1. A planning case study was conducted to analyse how human rights and a gender perspective have been integrated into CSDP planning, reporting and strategic review processes. Impact case studies looked into how, in practice, CSDP M/Ops work to integrate human rights and gender equality and what impact this work has. In contrast to the questionnaires, which were addressed to HQ structures and all CSDP M/Ops, the case studies were carried out on a sample of five missions and one operation. The planning case study was conducted by HQ services, and the impact case studies by selected M/Ops.

#### 1.6.2 Questionnaires

For the rest of the baselines, the data was collected using four questionnaires addressed to CSDP structures and operational headquarters – ISPD, SECDEFPOL, the CPCC, the EUMS, the MPCC and the ESDC – and all CSDP M/Ops, including the EU Regional Advisory and Coordination Cell for the Sahel (RACC). The latter is not officially categorised as a mission, but it was part of the study and was considered as a separate entity.

The four questionnaires were as follows:

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- Questionnaire 1 on human rights and gender equality activities in CSDP M/Ops (one per mission/operation);
- Questionnaire 2 for CSDP senior management (69 questionnaires received);
- Questionnaire 3 for CSDP human rights and gender advisers, experts and focal points (29 questionnaires received);
- Questionnaire 4 for CSDP policy/desk officers, planners, advisers, mentors, trainers, etc. (86 questionnaires received).

### **1.6.3 Focus group discussion on policy developments**

A focus group discussion was held on 30 June 2021, involving past and present CSDP headquarters' experts dealing with human rights and gender equality/WPS matters.

### **1.6.4 Validation webinar with human rights and gender advisers**

A validation webinar with human rights and gender advisers and focal points was held virtually on 8 December 2021. During the event, the preliminary findings of the study were presented and discussed, and advisers and focal points had an opportunity to comment on those findings. The event also included two guided focus group discussions dedicated more specifically to human rights and gender messaging.

### **1.6.5 Centrally collected data**

Finally, some data was collected centrally with the support of HQ services such as the EUMS, the MPCC and the CPCC. For instance, this was the case for personnel figures and code of conduct-related issues.

## **1.7 Challenges and limitations**

The limitations of the follow-up baseline study are due to several factors. First, the findings are based on the data and information that was submitted by M/Ops via the questionnaires on their human rights and gender activities. However, the level of detail of the answers given, varied, and the findings reflect only what was reported in the questionnaires and not necessarily the actual reality.

Second, with regard to the planning case study, the analysis was based solely on the review of documents. It is likely that some human rights and gender-related activities did not make it to the strategic reviews or six-monthly reports. This can happen for various reasons, very often simply because of limited space, a lack of awareness or failure to prioritise those activities. Indeed, part of the purpose of this case study was to establish whether or not proper attention is given to those work strands and how they are connected to M/Ops' overall objectives.

Third, the temporal baseline for this follow-up study was 2020, when the COVID-19 pandemic began, and the pandemic affected the normal functioning of M/Ops, particularly in the beginning. In many contexts, M/Ops' activities were quickly adapted to the new reality, but in others, the impact of the health crisis certainly had a longer-lasting effect.

Fourth, the Baseline Studies attempt to separate human rights from gender equality, in order to show that while equality and non-discrimination are fundamental human rights norms,



gender equality and human rights are also separate thematic areas, often with different implications for CSDP. However, because human rights and gender equality have been addressed jointly within the CSDP since the beginning (often by double-hatted human rights and gender advisers), it was not always straightforward to separate data specific to one issue from the data specific to the other in the information submitted, despite the fact that this study established separate baselines for human rights and gender equality.

Fifth, although there are advantages to presenting comprehensive data for all CSDP M/Ops in terms of providing a better overview, it must be kept in mind that civilian missions operate very differently to military M/Ops. For instance, in terms of recruitment, military personnel are nominated by the Member States and the EEAS has no role in selection procedures, whereas for civilian missions this is a responsibility shared by the EEAS and the Member States. In addition, civilian missions have many more dedicated human resources available to take forward human rights- and gender-related tasks. For future studies, it is recommended that the methodology be fine-tuned so as to better separate data concerning military M/Ops from data concerning civilian M/Ops.

Finally, the Baseline Studies focus on human rights and gender equality in CSDP in general, but it is important to keep in mind throughout that every conflict situation is different, and that human rights and gender analysis and integration activities have to be adapted to the specific situation and mandate of a specific mission or operation.

## **1.8 Structure of the report**

The report is divided into three chapters: executive summary, introduction and study results. The second chapter provides details on the baseline study process, explains its rationale and background, and gives an overview of the extent to which the recommendations formulated in the first baseline study, carried out in 2015/2016, are being implemented. This chapter also provides details on the methodology of the study, as well as its limitations.

The third chapter provides updated baselines. These were created by measuring the data collected as part of the follow-up baseline study was measured against the baselines established in 2015/2016. The progress made and changes observed with regard to each baseline are analysed. The end of this chapter also sees the addition of two new baselines, relating to the integration of CAAC and IHL. The chapter ends with conclusion and new recommendations.

## **2 STUDY RESULTS AND ANALYSIS**

### **2.1 Introduction**

In line with the baseline study matrix, the baselines are divided into four different sub-categories: internal integration and external integration; and internal participation and external participation. Internal integration means that gender and human rights considerations are part of internal CSDP functions and guide internal CSDP work processes, in particular if those aspects are integrated into planning, implementation and strategic review processes. The study is looking at management commitment, training, available expertise and resources,

and knowledge-management practices. Baselines 1 to 11 deal with internal integration aspects.

External integration means that human rights and gender equality/WPS issues are integrated into CSDP activities and operations for the benefit of the host country institutions and security and defence forces that M/Ops are working with. Ideally, CSDP efforts to integrate human rights and gender equality should be measured based on how much these efforts contribute to the success of M/Ops, and the impact they have on the integrity and legitimacy of the institutions that M/Ops are working with, as well as on the lives of citizens in the contexts and countries where M/Ops are deployed. However, the current baselines are not designed to measure the impact of gender and human rights integration, only the level of their integration into activities and processes. Therefore, in order to assess external integration, baselines 14 to 17 sought to measure existing messages, activities and tools. A better-adapted methodology is needed to measure the impact of gender and human rights mainstreaming on host country institutions.

Internal participation relates to the equal participation of men and women in peace and security processes, which is one of the key pillars of the WPS agenda and a core objective of the EU. The baselines in this category measure women's and men's participation in CSDP structures in HQ and in M/Ops across different categories of personnel, as well as the existing efforts to improve gender balance and to encourage women's participation. In addition, baseline 13 looks into efforts to prevent and address gender-based discrimination and sexual exploitation and abuse (SEA).

External participation relates to the promotion of gender equality/WPS by engaging with both women and men and ensuring that their experiences and needs are taken into account in crisis, conflict and peacebuilding settings. At policy level, this involves recognising that women, men, girls and boys may have different experiences and needs and ensuring that this is reflected in key policy processes. On a practical, level it involves actively reaching out to all relevant stakeholders, including those not traditionally represented in security sector institutions or consulted on security sector reform and related areas of CSDP activity. The baselines chosen for external participation aim to measure the extent to which human rights and gender issues are integrated into CSDP partnerships and to what extent and how CSDP M/Ops engage with women decision-makers and security sector officials and women from civil society in the countries in which they are deployed.

## **2.2 Updated baselines**

### **Baseline 1: Integration of human rights and gender equality into the CSDP planning, implementation, reporting and review cycle**

#### **Introduction to planning and impact case studies**

In addition to questionnaires (completed by all M/Ops), planning and impact case studies were also conducted by a selected number of M/Ops. These case studies measured the extent to which human rights and a gender perspective were integrated into CSDP planning, reporting and review processes, and assessed how, in practice, CSDP M/Ops work to

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integrate human rights and gender equality and what impact this work has. The five missions and one operation selected reflect the diversity of current CSDP M/Ops (civilian/military, executive/non-executive, geographic location and mission objective/mandate).

The five missions and one operation selected were:

- EUAM Iraq (est. 2017) – advisory mission to support civilian security sector reform;
- EUAM Ukraine (est. 2014) – advisory mission in the field of civilian security sector reform;
- EULEX Kosovo (est. 2008) – rule of law mission;
- EUNAVFOR MED IRINI (est. 2020) – executive maritime military operation;
- EUTM Mali (est. 2013) – military training mission;
- EUCAP Sahel Mali (est. 2014) – capacity-building mission for internal security forces.

Reviews of these M/Ops' most recent planning, reporting and strategic review documents were carried out. The same M/Ops also conducted impact case studies using an adapted form of the 'most significant change' (MSC) methodology, which is a methodology developed to assess change brought about by projects and programmes that do not have clear, well-developed indicators or baselines. It is also a methodology that is specifically adapted to collecting examples of best practices. MSC involves collecting stories of 'significant change' within the framework of a specific project or programme, and systematically selecting the most significant of these stories of change.

### **Planning case studies**

#### **Baseline**

The importance of integrating human rights and gender equality into CSDP strategic and operational planning was underlined in the guidelines for the Mainstreaming of Human Rights and Gender into European Security and Defence Policy<sup>5</sup>, which were endorsed by the Political and Security Committee, and has been emphasised in all relevant follow-up documents, including the most recent Council Conclusions on Security and Defence<sup>6</sup>. The 'Suggestions for crisis-management procedures for CSDP crisis-management operations'<sup>7</sup>, from 2013, include a general statement that 'all EU CSDP M/Ops will include relevant considerations on human rights, child protection, protection of civilians, gender equality, and international humanitarian law'. The following crisis-management procedure documents also refer to human rights and gender, although not in a systematic manner (some in context sections, some in objectives/execution sections and some in annexes):

- the Political Framework for Crisis Approach (PFCA) has a 'Human rights and gender situation section' in its 'Context' chapter;

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<sup>5</sup> Doc. 11936/4/06, dated 2008.

<sup>6</sup> Paragraph 7, doc. 8396/21, dated 10 May 2021.

<sup>7</sup> Doc. 7660/1/13, dated 17 June 2013.

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- the Crisis-Management Concept (CMC) has a ‘Human rights situation’ section in its ‘Context’ context and an ‘Integration of human rights and gender policies’ section in ‘Execution’ chapter;
- the Civilian Concept of Operations (CONOPS) has an annex (annex 7) on ‘Human rights and gender’;
- the Military Concept of Operations (CONOPS) has a ‘Human rights and gender’ section in its ‘Execution’ chapter (requirements);
- the Civilian Operations Plan (OPLAN) has an annex (annex 13) on ‘Human rights and gender’;
- the Military Operations Plan (MPLAN) has an annex (annex Z) on ‘Human rights and gender’.

In conclusion, the CMC is the document that integrates human rights and gender issues most systematically by including sections dedicated to these areas under ‘Context’ and ‘Execution’.

In order to create a baseline for the integration of human rights and gender equality into CSDP planning, the follow-up baseline study assessed one cycle of planning, reporting and review documents for the selected missions/operation. The study looked at, where available, CMCs, CONOPS, OPLANs, mission implementation plans, six-monthly reports and strategic reviews. No special reports on human rights and gender were produced by the four selected civilian missions during the period under review (2020).

As regards **strategic planning**, the five missions’ most recent strategic reviews (SRs) were analysed, along with the EEAS non-paper on the CSDP military operation in the Mediterranean, Operation IRINI. Based on a review of the execution of a mission/operation’s mandate, SRs give recommendations at the pol.-strat. level for Council Decisions on extending, refocusing and/or terminating the M/Op. None of the SRs analysed do had a specific section on human rights and gender aspects, though for most of the missions, some references were made to human rights and gender equality aspects that should be included in the new mandate. However, EUAM Ukraine and EUAM Iraq stood out as good examples as they provided context and approached human rights and gender equality – both methodologically as well as thematically – as concrete activities with links to other mandated tasks of the missions. Only one SR from the sample specifically mentioned implementation of the WPS agenda.

As regards **operational planning**, the M/Ops’ most recent CONOPS, OPLANs and MPLANs were reviewed. All of the M/Ops’ planning documents referred to human rights and gender equality aspects, but some did so more systematically than others. Two civilian missions considered human rights and gender equality throughout their OPLANs, from the commander’s intent, to tasking, benchmarking and desired outcomes. All of the M/Ops’ OPLANs and MPLANs had a dedicated annex to human rights and gender providing some background, including an analysis of the human rights and gender situation and guidance for activities to be developed in these areas. In 2019, the CPCC started to introduce this as a

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partly standardised human rights and gender annex, which can then be tailored to the local context and the specific mission.

All of the **SMRs** covering 2020 that were reviewed made reference to human rights and gender mainstreaming activities; however, the military structures were more generic in their reporting. In addition, EUAM Ukraine and EUTM Mali also produced a dedicated annex to their SMRs to provide a detailed account of their gender- and human rights-related activities; and EUAM Iraq's SMR had a separate chapter on human rights and gender equality. Those missions that covered human rights and gender aspects in more detail in their operational documents tended also to give more details on their human rights and gender work in their SMRs. Finally, as a general observation, human rights- and gender-related activities were often presented as standalone, without any indication of how they contributed to the overall implementation of the mandate. M/Ops should move from an activity-focused approach to a results-oriented approach, by demonstrating how both their activities and continuous human rights and gender mainstreaming contribute to support recipients' overall performance in the field of human rights and gender equality.

The analysis of **strategic review** documents indicates that the integration of human rights and gender equality aspects into the missions' activities is uneven. About half of the SRs included relevant human rights and gender aspects in the analytical parts – for example, the Mali missions referred to concerns regarding impunity, EUAM Iraq also discussed human rights and gender in detail in the analytical parts of its SR, and the Operation IRINI non-paper discussed the negative impact of irregular migration to the rights of people crossing the Mediterranean to Europe. However, human rights issues discussed in SRs' analytical sections were not always followed up by a review of the human rights- or gender-related activities carried out in the context of the implementation of the mission mandate. Some other reviews, however, did not mention any human rights and gender elements in their analysis. It is also worth noting that gender equality aspects tended to be covered in less detail than human rights aspects. Finally, the majority of the missions gave an overview – albeit sometimes very briefly – of their work on human rights and gender equality during the period under review.

### **Analysis**

On the basis of the analysis of the sample of five missions and one operation, a few general observations can be made. The 'Suggestions for crisis-management procedures' do not provide detailed guidance on how to integrate human rights and gender equality into planning documents. The observable outcome of this is that the level of integration varies significantly from mission to mission, from those who use more standardised tick-the-box language to those that include human rights and gender aspects in detail throughout the planning cycle. This may be an indication that in some cases human rights and gender expertise has been extensively sought and used, while in others this might not be the case. Occasionally, human rights and gender experts only have the opportunity to comment when a document is almost finalised, with very limited possibility to influence the planning process.

Secondly, only in the case of one mission had human rights and gender equality been integrated systematically and evenly throughout the mission planning cycle documents. In all

other cases, there were one or two missing links in the chain of the cycle, where references to the integration of human rights and/or gender equality were less prevalent or non-existent. In some cases, positive progress was visible over time – for example, in the case of EUCAP Sahel Mali where the SR from 2018 contained very limited language on human rights and gender equality, but the SR from 2020 integrated those aspects in much more detail.

Finally, this study also aimed to assess the level of integration of CAAC and IHL. EUTM Mali was the only mission in the sample that included references to CAAC, IHL and the protection of civilians in its planning cycle documents and that stated that those aspects were to be taken into account in the mission’s training programmes. In some other cases, it was underlined that activities were conducted in compliance with IHL, but there was no mention of the promotion of IHL nor CAAC.

### **Impact case studies**

#### **Baseline**

##### Internal mainstreaming

As in the first baseline study, the impact case studies in the follow-up baseline study indicate that there is still a need to further invest in internal capacity building on human rights and gender mainstreaming, as well as to strengthen internal mainstreaming mechanisms. Further awareness-raising and capacity building among mission members, in particular at senior management level, is important.

On the civilian side, the CPCC has provided clear guidance on human rights and gender mainstreaming since 2016. Operational Guidelines on gender mainstreaming, plus an additional instruction on collection of sex-disaggregated data<sup>8</sup>, were issued by the CivOps Commander in 2018; and in 2019, a template was developed for a dedicated human rights and gender annex to OPLANs.

It is likely that these developments have contributed to a visible change that has occurred since 2015: missions focus less on drafting strategies, and more on the operational implementation of guidance and uniform approaches in CSDP missions. Gender focal point structures are now present in nearly all civilian missions, where they support the systematic integration of a gender perspective into regular actions. In addition, nearly all missions have put in place an internal gender action plan. However, missions continue to ask for more guidance, standardised approaches and training.

As a concrete example from the impact case studies, the gender focal point structure set up by EUAM Ukraine in 2019 provides a critical contribution to highlighting and giving concrete effect to a gender perspective in all activities and internal structures:

*The work of the gender focal points has been extremely valuable in highlighting gender perspectives in the mission’s work. In addition, the various backgrounds and areas of*

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<sup>8</sup> This was later incorporated into a more comprehensive ‘Instruction on the implementation of the EU Gender Action Plan III’ (February 2021).

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*responsibility of the gender focal points have proven to have a creative and dynamic impact on the development of the topic for EUAM and its local counterparts.*

*With regard to external work, several units and field offices are, through their gender focal points, engaged in gender equality coordination groups and follow the development of the Ukrainian gender policy. They also ensure that the gender perspective is observed in the activities of their counterparts, such as the public survey of the Ministry of Internal Affairs, which was gender-mainstreamed and included sex-disaggregated data. Another example is that the National Police have introduced a gender marker for monitoring international technical assistance<sup>9</sup>.*

#### Internal integration key findings:

- Gender and human rights action plans can be important tools to assist missions in mainstreaming these issues into the mission structure, planning documents and standard operating procedures.
- External support by national capacity-building institutes (particularly the Swedish FBA) has been crucial in the implementation of gender mainstreaming and the WPS agenda, in particular to support the gender focal points in the missions.
- All mission members have benefited from the systematic integration of human rights and gender mainstreaming in the generic pre-deployment courses provided by the ESDC and by the individual Member States.
- Internal training should be reassessed to ensure that sufficient training and support is available to mission members and that it is sufficiently linked to their context and operational activities.
- Additional support would help to ensure that human rights are mainstreamed effectively in missions' life cycles.

#### *External mainstreaming*

In line with EU policy, the missions both work to mainstream human rights and gender aspects into regular activities and carry out targeted actions addressing specific human rights and gender equality challenges. The specific human rights and gender challenges to be tackled by the mission in question should be identified at the strategic and operational planning level, and elaborated on in CONOPS and M/OPLANs. There is a need to clarify the mainstreaming versus specific/targeted actions, as well as to strengthen the link between the tasks in the M/OPLAN, the mission implementation plan and reporting.

The impact case studies indicate that CSDP M/Ops have a unique position vis-à-vis their local counterparts, and that they tackle certain specific human rights and gender equality challenges through their mandates, such as by supporting enhanced responses to SGBV and

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<sup>9</sup> All examples in this chapter are taken from the impact case studies that selected M/Ops were asked to conduct.

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hate crimes, or better treatment of vulnerable victims and witnesses in criminal justice procedures.

*During the pandemic, EUAM Ukraine launched a project to improve the response of the criminal justice system to cases of domestic violence, with an emphasis on the response of the police. The project was very timely as gender-based violence increased during the COVID-19 pandemic, and it resulted in victims of domestic violence having increased awareness of their rights and about the available services and mechanisms for their protection (e.g. temporary restraining orders). In addition to applying a human-rights-based approach, the mission held a donor coordination meeting to discuss a joint donor training manual on the domestic violence training curricula of the National Police of Ukraine (NPU). The meeting revealed that another international donor was already in the process of drafting an NPU training manual and was not open to further cooperation in developing a joint manual with other donors. The lesson learned is that it is necessary to maintain closer relationships with other donors to avoid these situations.*

Missions also work at a strategic level, supporting local counterparts by raising awareness about human rights and gender mainstreaming and helping them to see the operational benefits of such an approach. The impact case studies show that there is interest among local counterparts and a willingness to develop their institutions into modern and attractive workplaces. Key to CSDP M/Ops' success in this regard seems to be that they have established long-term and trustful relations with such local counterparts.

*EULEX Kosovo produced a report focusing on the impact of COVID-19 on the rule of law in Kosovo, thus highlighting the work of the mission's Monitoring Pillar in the criminal and civil justice sector in the light of human rights challenges that emerged during the COVID-19 pandemic. This activity, which was connected to the implementation of the mission's mandate, highlighted the monitoring work of EULEX and drew attention to human rights issues. The report was shared in advance with key counterparts in order to corroborate key findings and get the perspective of the authorities. This approach ensured, on the one hand, accuracy in the findings and, on the other, 'buy-in' from the mission's counterparts. The impact was significant as the report was linked to the health crisis, which ensured everyone's full attention.*

*EUCAP Sahel Mali, in close collaboration with the General Directorate of the National Police and other international partners, contributed to a change of mindset that resulted in the promotion of women to senior positions, which appears to have been the start of a virtuous circle. The promotion of women to senior positions has contributed to the implementation of community policing, created a better relationship between police and the population, with renewed confidence among the population, and resulted in more effective management, less corruption and new leadership. Consequently, some police supervisors would like to see more women in their units.*

External integration key findings:



- It is important to engage with the local population. Local ownership is essential in ensuring a mission's mandate is sustainable and rebuilding trust between the population and authorities.
- It is advisable to perform a stakeholder analysis before embarking on an activity or project, to ensure that all stakeholders are involved, including civil society, but also all relevant authorities.
- M/Ops should engage with civil society actors to ensure gender and human rights are mainstreamed effectively (none of the case studies mentioned engagement with civil society, apart the EUAM Ukraine case study on gender-based discrimination and violence).
- Coordinating with other EU and international partners ensures a coherent message and optimum use of resources. There has been a lot of improvement in the application of an integrated approach by missions in recent years; however, there is always scope for improvement, as EU or other actors may already have developed activities addressing same issue. This is one of the lessons learned from the EUAM Ukraine case study on gender-based discrimination and violence.
- Human rights and gender mainstreaming needs to be integrated in the lines of operation as set out in a mission's OPLAN, rather than only being dealt with in the mission implementation plans. In addition, mainstreaming should be complemented with targeted actions, when and where relevant. A more holistic and systematic approach should replace the current ad hoc approach.
- It is important to report on human rights and gender activities. All civilian missions, will complete an annual report on human rights, as well as one on gender mainstreaming, to ensure that these important topics are highlighted. These will be analysed by the CPCC and then compiled in a comprehensive annual report which will be shared with the Member States.

### **Military missions and operations**

In EUTM Mali, IHL and gender equality training has remained a constant feature since the 2015 study, is still very relevant and is highlighted as one of the positive impact cases:

*We can conclude that even today it is necessary to reinforce awareness of the importance of humanitarian and gender law issues among the members of the Malian Armed Forces. Along with the training they may receive within the national education system, it is possible to contribute to achieving this objective by incorporating specific sessions on these subjects in as many EUTM training activities as possible. The trainers and advisers of the European mission have been working on this since its inception and will continue to do so, but it is equally necessary that the Malian authorities themselves are aware of the need for their Armed Forces to be scrupulous in their respect for both IHL and female and minority groups.*

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The EUTM Mali impact case studies highlight some of the civil-military projects conducted in 2020 with local organisations dealing with women and children, as well as internal work on the code of conduct and ensuring equality for women serving in the EUTM. This is similar to the 2015 report, in which emphasis was similarly placed on EUTM partnerships with international organisations – such as the ICRC and UN Women – and local NGOs in the context of training. In 2020, EUTM Mali also offers some interesting reflection on the role of women in the mission:

*Being a woman in EUTM Mali is neither an advantage nor a disadvantage. A woman in EUTM Mali is a member of the team. Sometimes, being a woman can be beneficial – for instance, when interacting with women in the Malian Armed Forces. However, as can be seen, the percentage of women in the mission is quite low. It is clear that higher ratios of women in the mission are necessary, something that will only be achieved once the ratios in the countries of origin themselves are increased.*

In 2015, the focus of EUNAVFOR Med Operation SOPHIA was on the human rights of migrants and refugees, in the context of safety of life at sea (SOLAS) operations, and this was reflected to a high degree in the positive change case studies. In 2021, Operation IRINI has a slightly different focus, and its training of members of the Libyan Coast Guard has been on hold. However, the importance of the Libyan Coast Guard providing adapted support to female migrants is still important. In addition, Operation IRINI has developed its internal standards of behaviour with regard to gender and enhanced its awareness-raising activities on gender issues among personnel. Operation IRINI also has its own gender action plan. The operation has also highlighted women's contribution to IRINI and leading by example through communication and other activities, and concludes that: *'Since there are not enough women in leadership positions in the military, quotas could be a good idea in the beginning to encourage Member States to deploy women officers on missions abroad and to nominate female candidates for management positions.'*

These examples show that broader consideration seems to be being given to both internal and external aspects of human rights and gender mainstreaming. EUTM Mali and Operation IRINI both highlighted the importance of a code of conduct and the measures taken to enforce its implementation, and of the participation of women in operations and in particular the need to have more women deployed on missions. It is clear that the role of gender/human rights advisers is essential in undertaking these activities and keeping gender and human rights work on the daily agenda. In terms of external mainstreaming, both cases highlighted the importance of training, and EUTM Mali also underlined the importance of civil-military cooperation.

### **Baseline 2: Senior management leadership on human rights (HQs, missions, operations)**

#### **Introduction**

CSDP management at headquarters and in M/Ops bear the overall responsibility for ensuring that EU policies, including on human rights, are properly implemented. In order to create a baseline for leadership on human rights, the baseline study measured management

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engagement on human rights and assessed how management made use of human rights resources and engaged on human rights with key stakeholders/partners.

### Baseline

98.6 % of managers responded that they viewed the promotion of human rights as part of their management responsibilities.

29 % said that their main reason for engaging on human rights was because human rights are fundamental norms and legal obligations of the EU; 4 % responded that theirs was that integrating human rights can help to ensure credibility, legitimacy and accountability, and 3 % said that theirs was that if human rights were part of the mandate, they should be delivered on. Over 62 % of the respondents replied that all of the above were equally important.

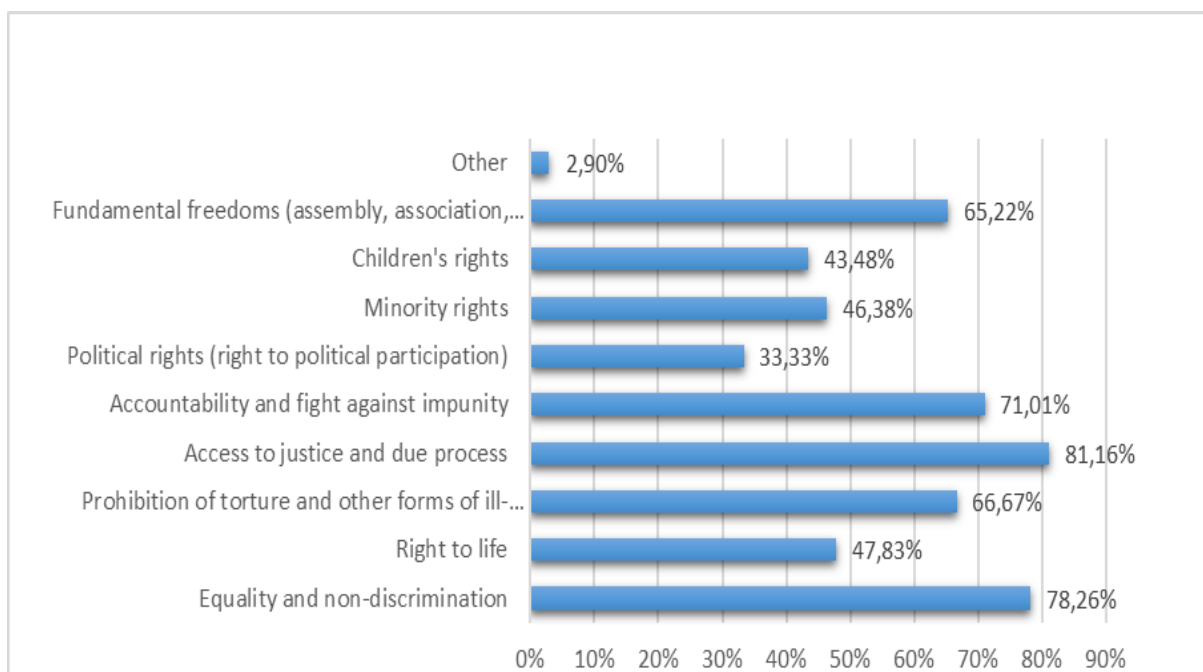


Figure 1. Most important human rights for CSDP in 2020 (Questionnaire 2 for CSDP senior managers).

The most important human rights for CSDP as identified by the respondents are illustrated in Fig.1 (respondents could choose several options)<sup>10</sup>. The results demonstrate that the two most important human rights and the least important right remained the same in 2020 as they were in 2015. Like in 2015, at the top of the list in 2020 were access to justice and due process (81 %) and equality and non-discrimination (70 %), and at the bottom was political rights (33%). The right to life scored relatively low in both studies, which may come as a surprise considering the central role of the justice and security sectors in protecting the right to life.

<sup>10</sup> Two options that were not included in this question in the previous study were added in this edition: children's rights, and accountability and fight against impunity.

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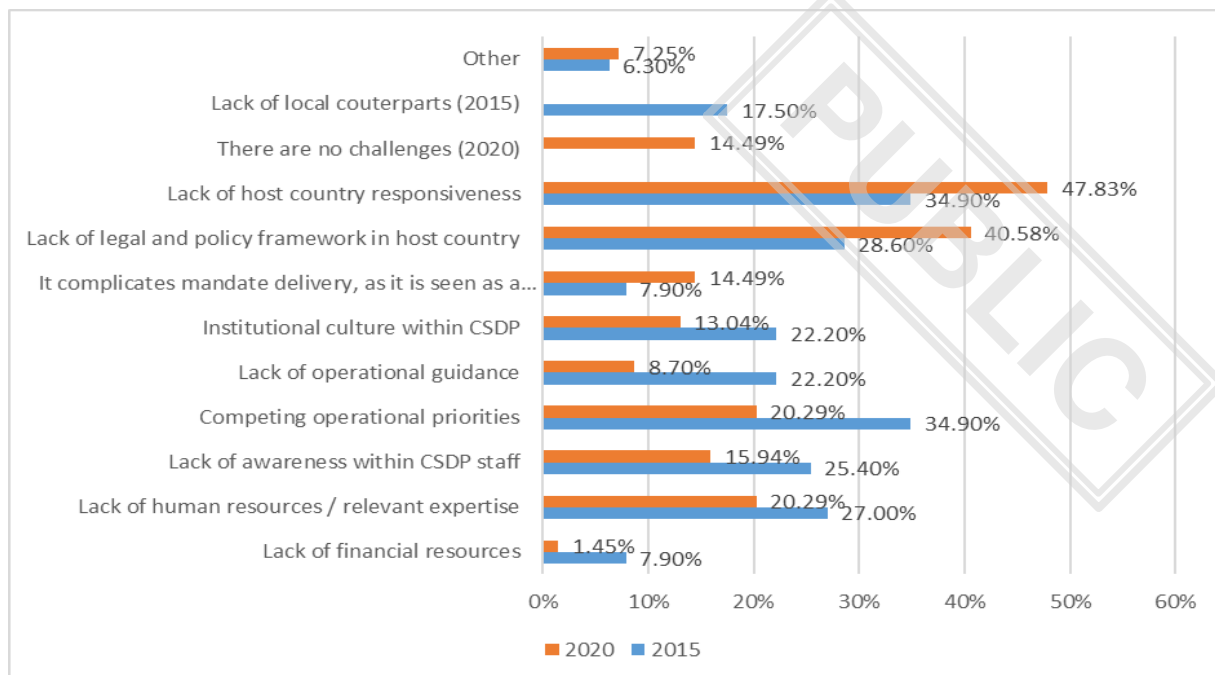


Figure 2. The main challenges for engaging on human rights in the context of CSDP in 2015 and 2020 (Questionnaire 2 for CSDP senior managers).

The main challenges for engaging on human rights in 2020, as illustrated by Fig. 2 (respondents could choose several options), were a lack of responsiveness from the host country and the absence of a national legal and policy framework in the host country. The results in 2015 were more even: competing operational priorities (35 %) and a lack of responsiveness from the host country (35 %) ranked on top, followed by the absence of a legal and policy framework in the host country (29 %). In 2015, the least important challenges were a lack of financial resources (8 %) and complication of mandate delivery (8 %).

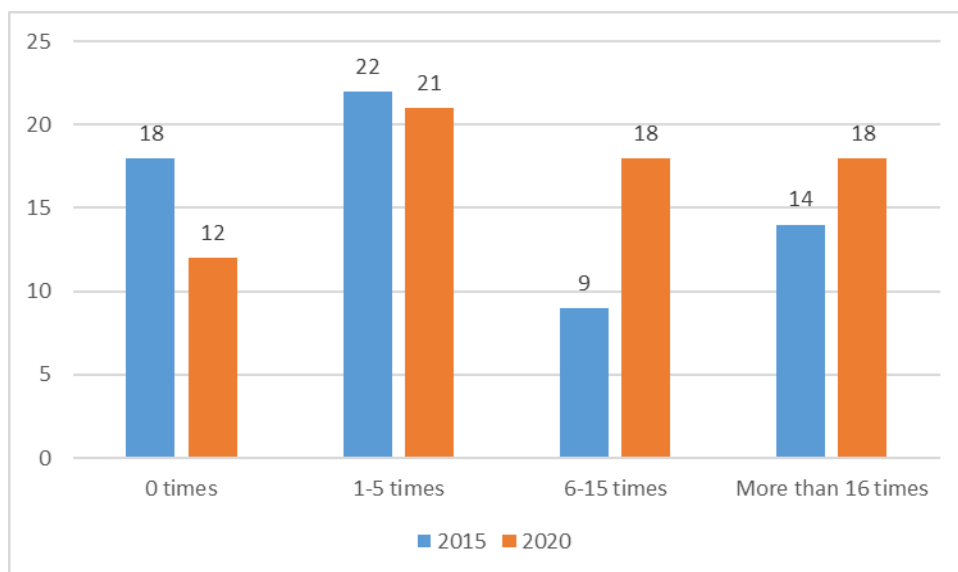


Figure 3. Management engagement on human rights in 2015 and 2020.

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Despite the fact that the majority of managers consider the promotion of human rights part of their management responsibilities, only a little over half of the respondents had engaged on human rights issues more than 5 times in 2020, as indicated in Fig. 3.

Nevertheless, two positive trends are visible in Fig. 3: fewer senior managers engaged 0 times on human rights in 2020 than in 2015, and more senior managers engaged on human rights 6-15 times or more than 16 times. The number of senior managers that engaged on human rights 1-5 times has remained the same, and corresponds to roughly one third of all managers that responded (30 % in 2020 and 35 % in 2015).

Managers were also asked to name their three main engagements on human rights. In correlation with Fig. 3, 12 managers provided no details. The majority of managers remained generic and referred to processes rather than concrete thematic engagements; for example, they highlighted training on human rights, integrating human rights into all lines of operation, activities, reporting and policy documents, and support given to human rights advisers. Several respondents referred to participation in activities organised in honour of International Human Rights Day. About a quarter of respondents gave a detailed description of their engagements – for example:

*‘Provided support to the Ministry of Justice committee in charge of reviewing draft and existing legislation for harmonisation with international human rights standards. Promoted capacity-building activities for the legal staff of the Ministry of Justice on how to implement and refer to human rights principles and standards. Supported justice institutions in their commitments to promoting fair trial principles.’*

*‘I promoted human rights in meetings with senior advisers and stressed the importance of implementing this in their daily work, meetings and workshops. I also support the HR and gender adviser in her work (addressing challenges, discussing issues with the senior management team). My main engagements included setting up workshops and integrating HR in the National Security Strategy and related strategies.’*

Several answers also reflected the view that human rights are connected to and interlinked with many other activities and processes, and that engagements on human rights cannot be singled out as standalone actions:

*‘We mainstream human rights aspects in all activities, but it is difficult to identify a specific engagement with a primary focus on human rights, especially during the time of the pandemic. For example, when we engage with civil society, we choose topics relevant for law enforcement and civil society, and human rights are part of what is being discussed.’*

### **Analysis**

While the overwhelming majority of senior managers who participated in the study considered the promotion of human rights as part of their senior management responsibilities, close to half (48 %) only engaged on human rights up to five times in 2020. The report from 2015/2016 also revealed relatively low levels of engagement on human rights, and concluded that this might indicate that the idea that human rights work is someone else’s task is still

prevalent. Although the results of the follow-up study show a slight improvement, it might nevertheless be interesting to further explore what the reasons behind those still relatively low results are. On a positive note, 52 % of the senior managers engaged on human rights more than six times, compared to 37 % in 2015, which is a considerable improvement.

Analysing the challenges for engaging with human rights also reveals some interesting results. In 2020, the factors outside of M/Ops' control which clearly stand out are a lack of host country responsiveness (48 %) and the absence of a legal and policy framework in the host country (41 %), whereas in 2015, the results were more even, with competing operational priorities (35 %) and a lack of host country responsiveness (35 %) coming out on top. Considerably less importance was assigned in the follow-up study to internal challenges such as a lack of guidance, a lack of financial resources, a lack of human resources, the institutional culture, a lack of awareness and competing operational priorities. On the one hand, this indicates that, over the five-year intervening period, considerable progress was made when it comes to human rights mainstreaming in CSDP; but on the other, it may also indicate that senior managers attribute responsibility for successful human rights mainstreaming to factors pertaining to the specific host country context. Many more senior managers in 2020 considered that engaging on human rights complicated the delivery of the mandate as they are seen as a Western value: 15 % in 2020 compared to 8 % in 2015. This could be evidence of a context in which the universality and indivisibility of human rights are being questioned in many parts of the world. Finally, on a positive note, human rights no longer seem to be sidelined by competing operational priorities.

### **Baseline 3: Presence, location and tasks of full-time human rights advisers and operational experts (expert positions) and focal points (non-expert positions) within CSDP structures (headquarters and missions/operations)**

#### **Introduction**

The role of human rights advisers is to advise management on human rights issues, to facilitate and support human rights mainstreaming within the institutions and – in cooperation with their colleagues – to ensure that specific human rights objectives and tasks are pursued in line with the mission/operation mandate. In order to create a baseline to measure the extent to which human rights advisers and focal points are present in CSDP structures and the effectiveness of their work, the study looked into: the number of human rights advisers and focal points in CSDP structures (headquarters, missions, operations); the percentage of their time dedicated to working on human rights (single-, double- or triple-hatted experts); and their location and access to senior management.

The term 'adviser' is used for CSDP mission members with an educational background and experience in a specific area, hired to advise the mission on that area. The term 'focal point' is used for CSDP mission members who are charged with mainstreaming a specific subject in addition to their main duties. Some, but not all, focal points have prior experience in the field in question. Focal points are usually designated on a voluntary basis, and previous expertise or experience is not a prerequisite. Military M/Ops tend to use the focal point system for human rights more than the adviser system.

**Baseline**

A notable development since 2015 is the appointment of a full-time rule of law/human rights expert at the CPCC in 2020. ISPD, the successor of the Crisis Management and Planning Directorate (CMPD), continues to have a double-hatted policy officer in charge of both human rights and gender equality, who works with the CPCC's human rights adviser and the human rights and gender focal points of the EUMS and the MPCC (neither of the focal points are visible in institutional matrices).

Commitment 16 of the Civilian Compact is a commitment to 'Provide a more in-depth and systematic mainstreaming of human rights and gender aspects in all civilian CSDP missions, including by appointing as a general rule dedicated advisers in gender and human rights.' There are full-time human rights advisers or double-hatted human rights and gender advisers in all civilian CSDP missions (except EUBAM RAFAH, which has a double-hatted focal point due to its small size). As a concrete follow-up step for the implementation of commitment 16 of the Compact, all double-hatted positions in civilian missions are to be gradually converted into two single-hatted positions. For example, this new approach already took effect in EUCAP Sahel Mali and EUCAP Somalia in 2021. EUAM Ukraine, EULEX Kosovo, EUPOL COPPS, EUMM Georgia and EUAM CAR have always had single-hatted human rights adviser positions.

In addition, several civilian missions have single- or double-hatted human rights expert positions in operational departments (EUCAP Sahel Mali, EUCAP Sahel Niger, EUAM Iraq and EUAM Ukraine) and national single or double-hatted human rights advisers (EUAM Ukraine, EUCAP Sahel Mali and EUCAP Sahel Niger) who work closely with seconded human rights and gender advisers.

In contrast to the civilian missions, military CSDP M/Ops do not have full-time human rights adviser positions. The MPCC, a military training mission OHQ, has a human rights focal point. As per their terms of reference, in EUNAVFOR ATALANTA, EUFOR ALTHEA, EUTM Somalia and EUTM CAR, human rights-related tasks are carried out by the legal adviser. EUTM Mali has a double-hatted human rights and gender adviser and Operation IRINI has a double-hatted human rights and gender adviser at the OHQ.

The difference in deployment duration in civilian missions and in military missions and operations is also significant. Advisers in civilian missions often remain deployed for several years and usually come to the missions with a number of years of experience working on human rights in mission contexts. The military focal points, although committed to doing a good job, sometimes spend as little as three months in the theatre, with perhaps only 20 % of their time dedicated to their focal point functions.

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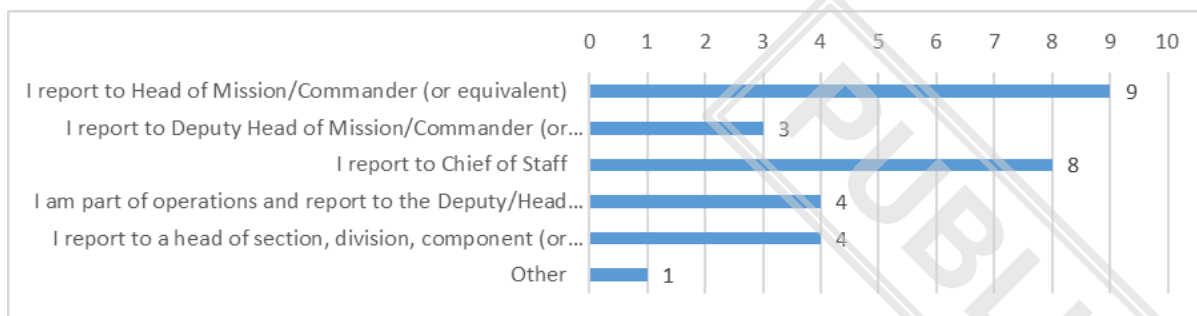


Figure 4. Human rights advisers' and focal points' reporting line in 2020.

An important element of facilitating internal integration is the placement of advisers and focal points within an institution. In 2015, advisers and focal points mostly reported to heads of section, division or component (57 % of the respondents). In the follow-up study, the majority of advisers and focal points reported directly to senior management: 69 %, compared to 22 % in 2015. Those results indicate that human rights advisers are increasingly placed alongside senior management, as was recommended in the 2015/2016 baseline study report. This is an important development because this strategic placement gives advisers timely access to information, which facilitates their execution of their tasks.

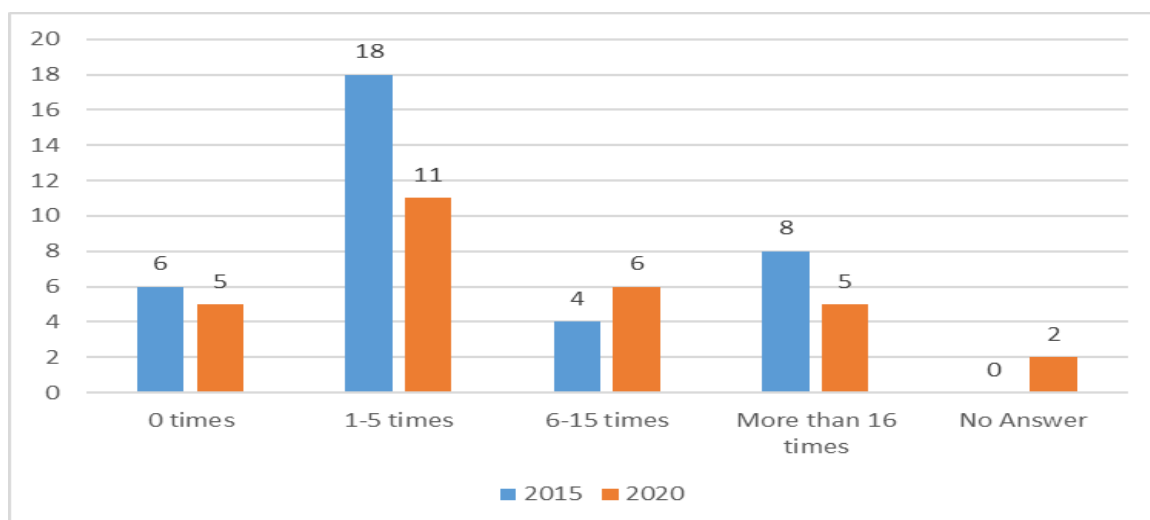
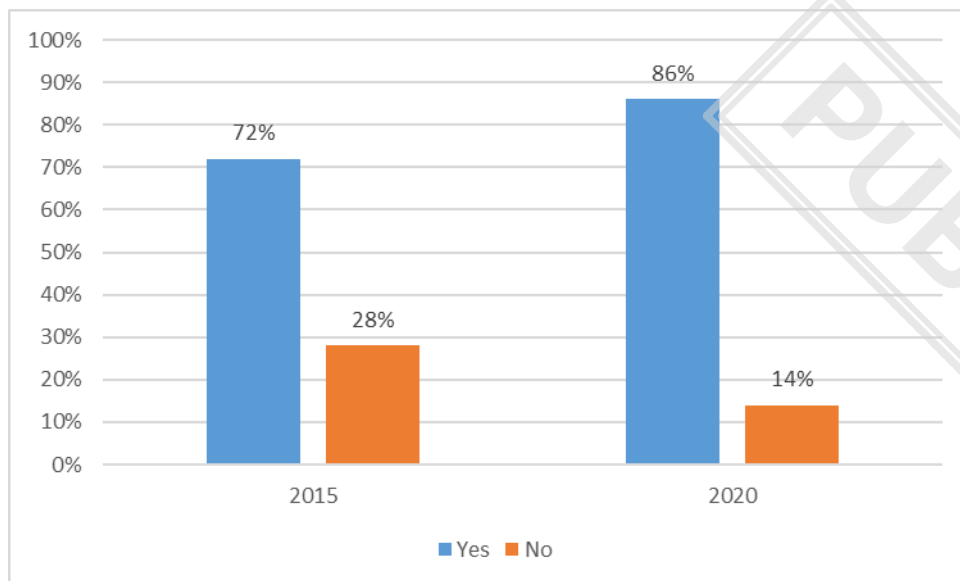


Figure 5. Number of times human rights advisers and focal points briefed senior management in 2015 and 2020.

As in 2015, the majority of advisers and focal points briefed their senior management no more than 5 times in 2020. This is coherent with the baseline 2 findings: that managers viewed human rights as important for CSDP, but without necessarily engaging on the issue.

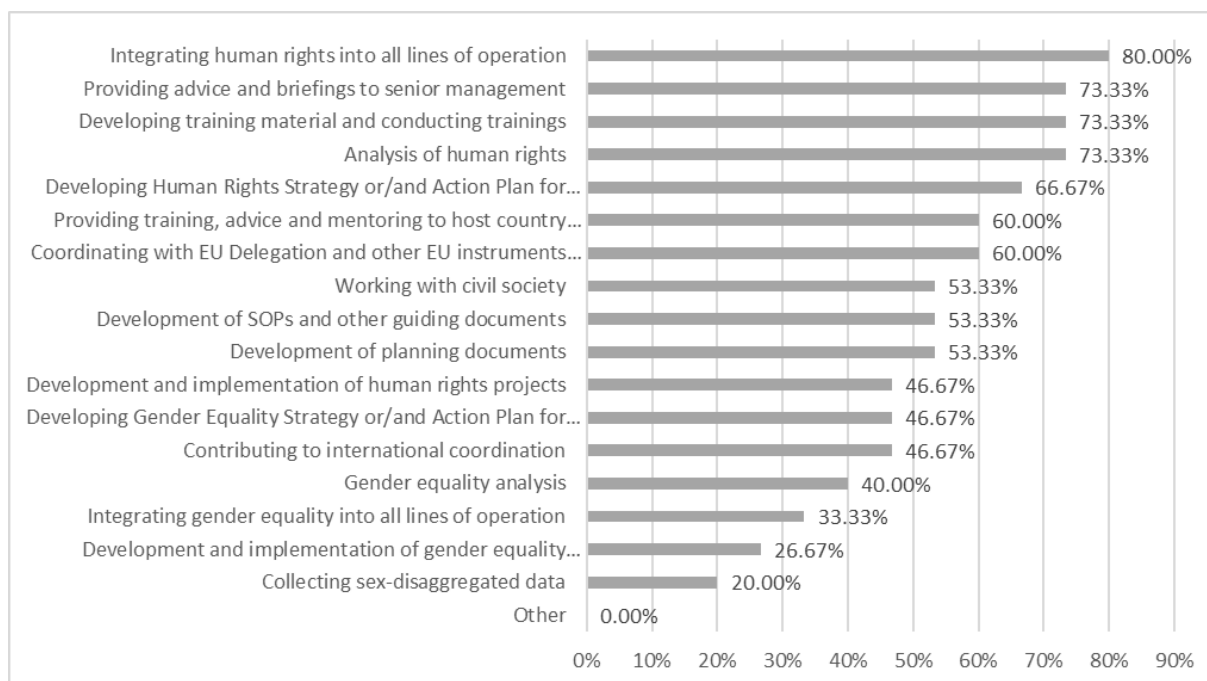


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*Figure 6. Advisers and focal points optimally placed in 2015 and 2020.*

The percentage of advisers and focal points who considered themselves optimally placed within their institutions has increased from 72 % in 2015 to 86 % in 2020. These results correspond to the improvement in human rights advisers’ and focal points’ reporting lines.



*Figure 7. Human rights advisers’ and focal points’ main work strands in 2020.*

In terms of main work strands, 15 respondents who identified as full-time human rights advisers or experts, double-hatted human rights and gender advisers or human rights focal points engaged in the activities shown in Fig.7. Integration, advice and briefings, training and

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analysis top the list of human rights experts' activities. Less than 50 % of experts reporting having worked on developing specific human rights projects.

### **Analysis**

The analysis shows that the civilian side of CSDP has more human resources dedicated to human rights than it did in 2015, when only few full-time human rights advisers were deployed to civilian missions and all other CSDP structures had double-hatted human rights advisers or focal points. Increased resources for human rights and gender work was one of the key recommendations of the first baseline study. In 2020, a full-time human rights adviser position was established in the CPCC, five civilian missions had single-hatted human rights adviser positions and five missions had double-hatted human rights and gender adviser positions. The RACC had a double-hatted human rights and gender adviser and EUBAM RAFAH had a double-hatted human rights and gender focal point. The situation is continuing to gradually improve, including thanks to the adoption of the new mission model structure in 2021, which provides for the combined human rights and gender advisory role to be split into two separate positions. On the military side, however, the situation has remained largely unchanged. The EUMS and the MPCC (OHQ of military training missions), as well as four missions and operations, continue to rely on focal points. As in 2015, one operation (at OHQ level) and one training mission (at FHQ level) still had only double-hatted human rights and gender adviser positions in 2020. It can be concluded that more dedicated expertise has been made available to civilian CSDP, but no changes can be observed within the EUMS and military CSDP M/Ops.

The results relating to reporting lines and advisers'/focal points' perception of their position location also demonstrate that human rights advisers and focal points (in military M/Ops) are being more strategically placed than they were in 2015. CSDP structures at HQ level have advocated human rights advisers being attached to senior management so that they have timely access to information and processes affecting the implementation of the mandate. For civilian CSDP missions, the mission model structure also establishes that human rights and gender advisers are, as a general rule, to report to the head of mission through the chief of staff<sup>11</sup>.

### **Baseline 4: Extent of human rights training available for CSDP personnel**

#### **Introduction**

Training is an important tool for the institutionalisation of policies and for knowledge transfer. For an insight into human rights training in CSDP, the follow-up study looked at pre-deployment training, in-mission training, thematic training involving human rights aspects and specialised human rights training, with a view to assessing the extent to which key providers integrate human rights into their training and whether respondents had received such training. As in 2015, the study was not able to assess how human rights were reflected in pre-deployment training or in-mission training provided by Member States.

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<sup>11</sup> Guidelines to design civilian CSDP mission-specific organisational structures (Mission Model Structure) (WK 3560/2021).

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### **Baseline**

In 2015, pre-deployment training was exclusively the responsibility of the Member States and was conducted nationally or through pooling and sharing mechanisms. Since the adoption of the EU Policy on Training for CSDP<sup>12</sup>, however, CSDP training has been a responsibility shared by the Member States, the EU institutions and its dedicated bodies. It is clearly understood that each Member State maintains full discretion with regard to the organisation of its own training system. To support, facilitate and complement the training activities provided by MS, the EEAS provides basic guidelines and performance standards, descriptive materials and procedural documents covering the training cycle.

Since 2018, a standardised week-long pre-deployment training course has been mandatory for contracted members of civilian missions. Those training courses are held on a monthly basis in Brussels (organised by an ESDC network member and supported by the ESDC Secretariat), and in 2020 they included a session dedicated to human rights and gender mainstreaming. Pre-deployment training for seconded mission members and military staff being deployed to M/Ops is the responsibility of MS. Some MS send their secondees to the pre-deployment training in Brussels.

As in 2015, CSDP services at the headquarters (ISPD, the CPCC, the MPCC and the EUMS) did not themselves provide induction training on human rights and gender equality for their new arrivals in 2020. However, the majority of CSDP M/Ops did include human rights and gender aspects in their induction training, which is mandatory for all mission members upon arrival.

Slightly more than one third (35 %) of human rights and gender experts, advisers and focal points that responded to the questionnaire in the follow-up study had received pre-deployment training including human rights elements, but only 14 % of them said that human rights elements had been included in their induction packages. In 2015, by contrast, only 22 % of advisers and focal points responded that they had received pre-deployment training including human rights elements, while 30 % of them said that human rights elements had been included in their induction packages. It can be concluded that as a result of the mandatory pre-deployment training for personnel in civilian missions, more human rights and gender experts are receiving pre-deployment training involving human rights elements; however, the inclusion of human rights in induction packages has become less prevalent.

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<sup>12</sup> Council doc. 7838/17, adopted by the Foreign Affairs Council on 3 April 2017.

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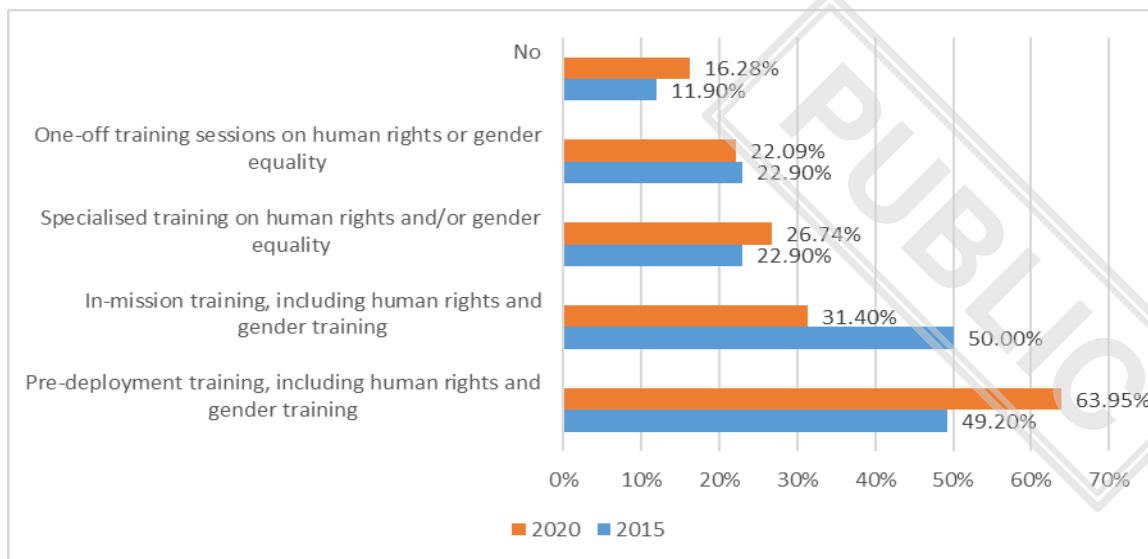


Figure 8. Human rights and gender equality training for staff directly involved in developing or implementing mission mandates (Questionnaire 4 for other core staff and operational experts).

A question about human rights and gender training was also included in questionnaire 4, which was for other personnel directly involved in mandate delivery. It shows that the number of respondents who received pre-deployment training covering human rights and gender equality increased from 50 % in 2015 to 64 % in 2020. However, the number of respondents who received in-mission training on human rights and gender equality decreased from 50 % in 2015 to 31 % in 2020.

There are currently no specialised training courses on human rights and/or human rights mainstreaming offered through the ESDC. During its period of activity, Europe's New Training Initiative for Civilian Crisis Management (ENTRi) offered a specialised course and developed an e-learning package on human rights, but the Initiative concluded in 2019. However, a training course on the comprehensive protection of civilians is provided twice a year in collaboration with the Austrian Study Centre for Peace and Conflict Resolution, and a new curriculum on international standards for the protection of individuals and groups has been developed by a consortium under the auspices of the EU Civilian Training Initiative.

### **Analysis**

The 2017 EU Policy on Training for CSDP stresses that training for CSDP should reflect and promote EU principles and pursue the objectives set out in Articles 2 and 21 of the Treaty on European Union. Consequently, support for democracy, the rule of law, human rights and the principles of international law is integral to the EU's peacekeeping and conflict prevention activities and to strengthening international security. It is therefore crucial that all training activities for CSDP should reflect these principles, whether directly or indirectly. In line with this policy, human rights should be integrated into CSDP training activities.

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The EU Civilian Training Group (EUCTG) identified IHL and human rights as priority training areas, and the Sant'Anna School of International Studies was selected as the civilian coordinator for training tasked with carrying out the training requirement analysis in 2020. The final training requirement analysis report identified three levels of training: expert, advanced and basic. The report concludes that there is no expert-level training available (aimed at human rights advisers), i.e. training that should cover aspects like human rights monitoring and investigation, witness protection, human rights due diligence and human rights mainstreaming. Advanced-level courses, aimed at human rights advisers, mission management, mission strategic planners, mentors, advisers and trainers, are for personnel carrying out human rights tasks and should cover core topics like human rights policies, reporting, monitoring and investigation, as well as human rights aspects of thematic areas like counter-terrorism and migration. A number of courses have been developed to correspond to those needs, in particular: the European Union Agency for Law Enforcement Training (CEPOL) course 'Human rights mainstreamed in CSDP missions/operations' (though this course is no longer offered); the European Union Police and Civilian Services Training (EUPCST) course 'International standards for the protection of individuals and groups: a training course for officers working on human rights'; and the ENTRi human rights course package (available between 2011 and 2019). Finally, the basic courses available to all staff should cover core aspects of protection of human rights and fundamental freedoms, the international human rights protection system and EU human rights policies for third countries. Those aspects are included in the following existing courses: the 'Comprehensive generic training for peace operations' (CGTPO) course<sup>13</sup>; the ESDC orientation course on 'EU crisis management'; the ESDC course on 'Civilian aspects of EU crisis management'; pre-deployment training courses and induction training courses.

The fact that human rights should be integrated into the mandates of CSDP missions and into the work undertaken by mission members to advance those mandates is well communicated in the courses provided by the key CSDP training providers. Compared to 2015, there has been a positive development in terms of the inclusion of a session on human rights and gender mainstreaming in pre-deployment and induction training, demonstrated by the increased number of human rights/gender advisers/focal points and other mission members that reported having received pre-deployment training involving human rights elements in 2020. In 2015, not all Member States required their personnel seconded to civilian missions to go through pre-deployment training. However, the 2017 EU Policy on Training for CSDP clearly points out that appropriate training is a mandatory prerequisite of deployment, and consequently all staff recruited for CSDP missions or operations should receive pre-deployment training. Local staff, however, are still largely dependent on in-mission training.

There has been little progress with regard to the availability of specialised human rights training, adapted to the needs of CSDP, for human rights advisers as well as for other mission members. Moreover, human rights modules are integrated into only a handful of other specialised training courses offered under the aegis of the ESDC. To summarise, there is still

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<sup>13</sup> This course is provided under the umbrella of the ESDC network by the Center for International Peace Operations (ZIF) in Germany.

only a limited number of training courses on offer that can contribute to ensuring a common knowledge base and understanding of core concepts such as human rights and gender equality for all staff entering the CSDP structures in Brussels or M/Ops. The turnover of staff, particularly in military M/Ops, poses further challenges to ensuring that all staff receive the necessary training.

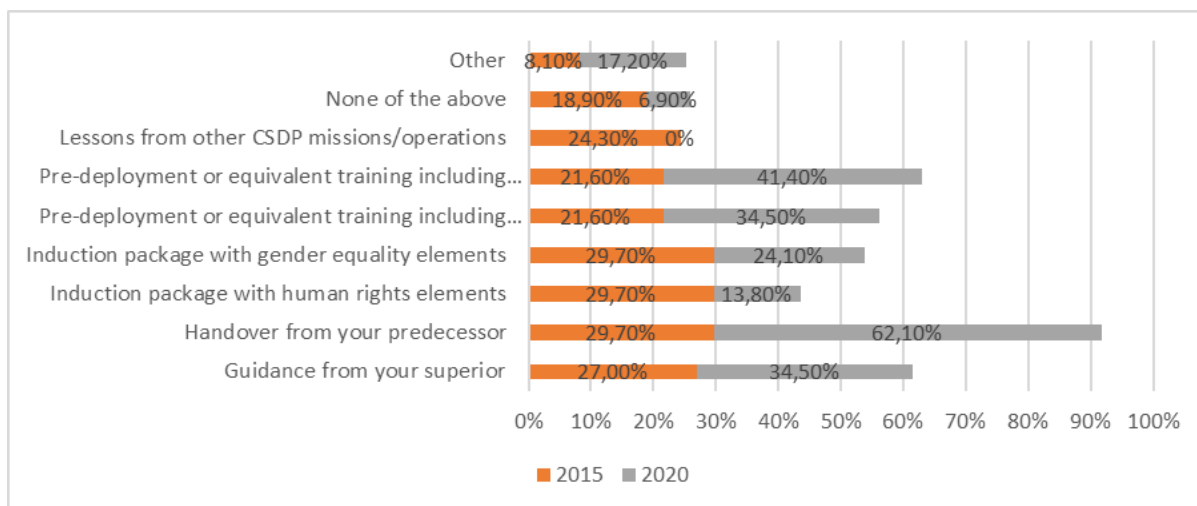
**Baseline 5: Extent of and measures for ensuring institutional knowledge management on human rights**

**Introduction**

The integration of human rights is an ongoing process that evolves and is fine-tuned as institutional knowledge and expertise develops. In order to establish a baseline for institutional KM on human rights, the baseline study sought to assess the handover information and guidance received by human rights advisers and focal points and the other learning tools at their disposal. The baseline study also assessed the availability of policy guidance for other core staff and operational experts.

**Baseline**

In order to ensure the smooth functioning of CSDP institutions and organisations, tools and procedures have been put in place to safeguard institutional memory and facilitate the integration of new staff members by allowing them to capitalise on the work of their predecessors. In the context of M/Ops, with their high turnover and short rotations, it is even more crucial to have well-functioning practices in place in this regard.



*Figure 9. Guidance received by human rights and gender advisers and focal points when taking up their positions in 2015 and 2020.*

The comparative data on human rights and gender guidance received when taking up adviser/focal point positions shows positive trends. The most significant change is the increase in the number of respondents – from less than one third to almost two thirds – that had received a handover from their predecessors. There was also an increase in the number of respondents that said they had received pre-deployment training involving human rights

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elements (from 22 % to 35 %) and guidance from their superior (from 27 % to 35 %), and the number of respondents who said that they had received none of the above decreased from 19 % to 7 %. However, induction packages and lessons from other M/Ops involving gender or human rights elements seem not to have become an institutionalised practice. Despite the positive trends in some of the indicators, human rights and gender advisers and focal points still seem to have to rely on limited thematic guidance for their work.

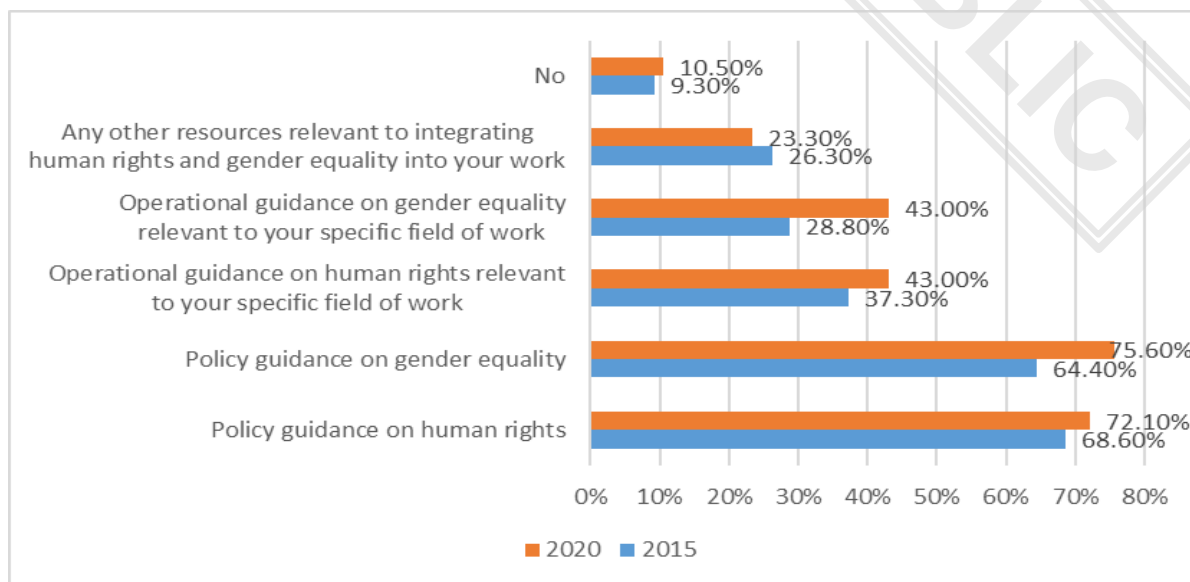
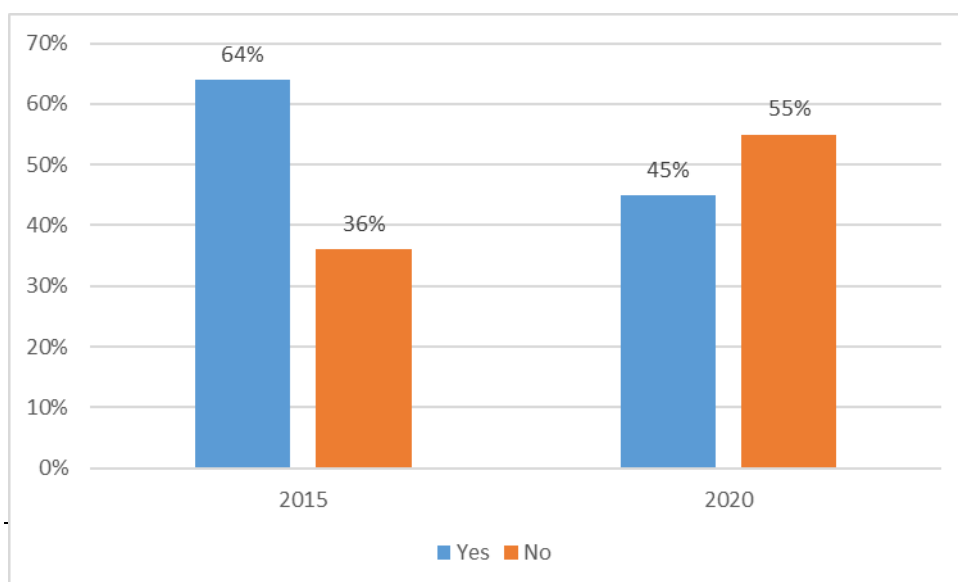


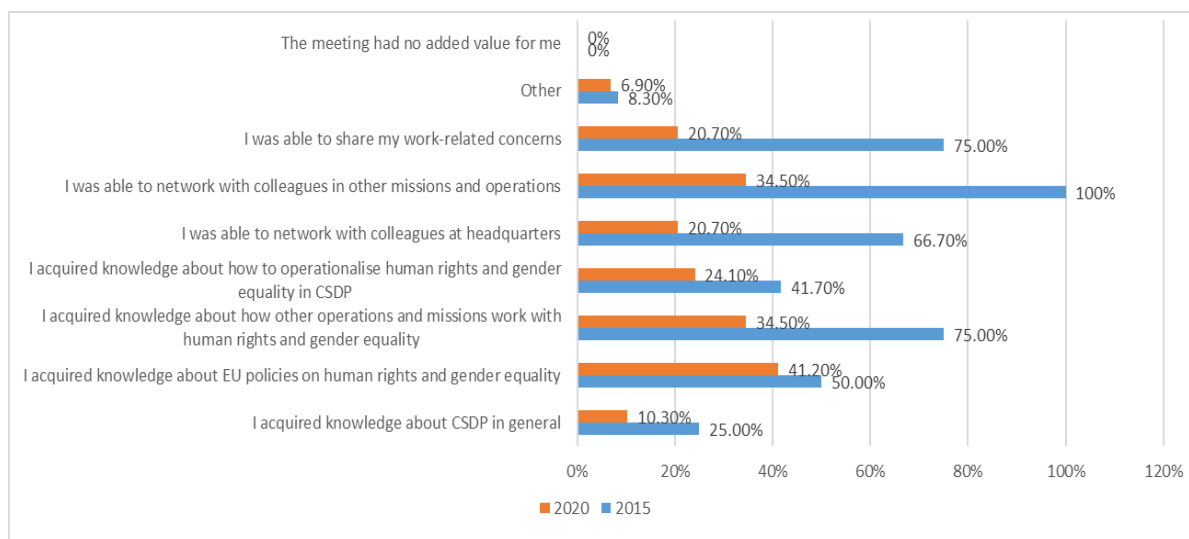
Figure 10. Access to policy and operational guidance and other relevant resources in 2015 and 2020 (Questionnaire 4 for other core staff and operational experts).

As for the policy and operational guidance available to non-experts, the comparative data shows that access to guidance on human rights has improved slightly. However, the increase in the accessibility of policy and operational guidance on gender equality has been much more significant. While in 2015 the respondents indicated that operational and policy guidance on human rights was more accessible, in 2020 the respondents reported having better access to guidance on gender equality policy issues. This may be partly due to the adoption of Operational Guidelines on Gender Mainstreaming in Civilian Missions in 2018, and the fact that the CPCC has had a dedicated adviser on gender/WPS since 2018.



*Figure 11. Participation in annual meetings of CSDP human rights and gender advisers and focal points in 2015 and 2020.*

For over a decade, CSDP structures in Brussels have promoted learning and institutional knowledge-building on human rights and gender equality by organising annual meetings of human rights and gender advisers and focal points. The 11th annual meeting of human rights and gender advisers took place in Brussels in 2019. Due to the COVID-19 pandemic, it was not possible to hold an in-person annual meeting in 2020, but a virtual meeting was organised instead, in November of that year. In 2015, it was posited that the relatively low level of participation in annual meetings was due to high staff turnover, especially in military M/Ops where focal points sometimes stay as little as three months. The data from 2020, however, shows that participation in annual meetings decreased yet further. This is certainly largely due to the COVID-19 pandemic and the fact that it was not possible to hold the meeting in person.



*Figure 12. Added value of annual meetings of CSDP human rights and gender advisers and focal points.*

In the 2020 questionnaire, 52 % of respondents left the question on the added value of annual meetings (Fig.12) unanswered, which explains the relatively low results compared to 2015. The data available does show, however, that in 2020 those who had participated in annual meetings most valued the opportunity to acquire knowledge about EU policies on human rights and gender equality, learn from other M/Ops and network with colleagues.

The CPCC has also been organising virtual meetings for human rights and gender advisers since 2018, and these meetings have become even more regular since the COVID-19 pandemic began. Consequently, a new question was included in the 2020 questionnaire,



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asking whether the respondents had participated in these virtual meetings. Two thirds of the respondents gave affirmative answers. The majority of those who indicated that they had not participated were from military M/Ops that are not party to those meetings.

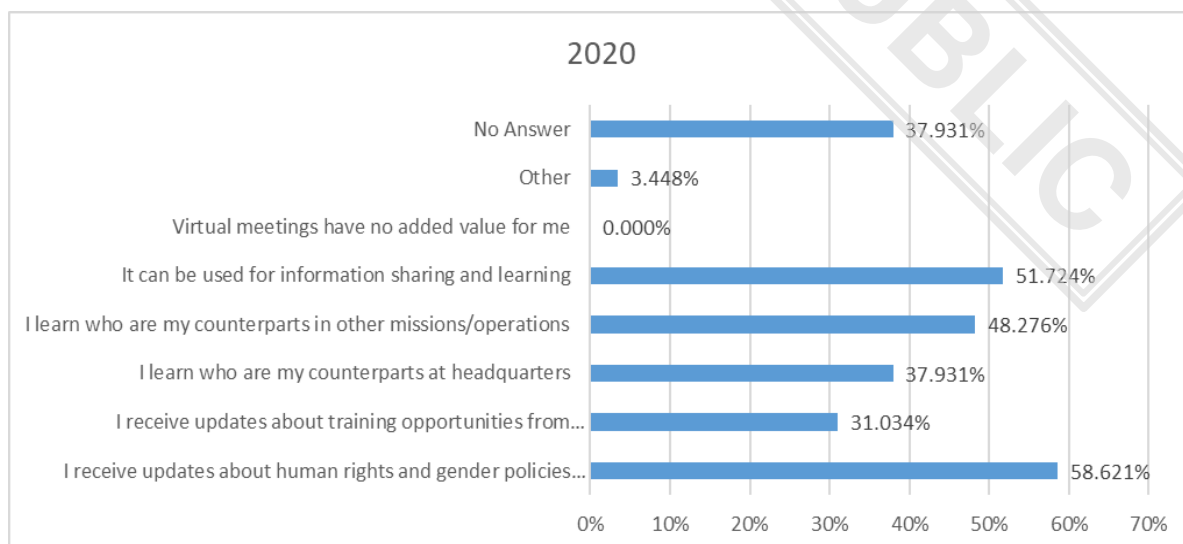


Figure 13. Added value of virtual meetings of CSDP human rights and gender advisers and focal points.

The results of the question on the added value of the CPCC-organised virtual meetings show that they are much appreciated, in particular for getting updates on human rights and gender equality policies, and for information sharing, learning opportunities and peer-to-peer learning.

### Analysis

In addition to the annual in-person human rights and gender advisers meetings in Brussels that were customary until 2020, bi-monthly virtual meetings for civilian CSDP staff have helped to build a strong community of practitioners. The establishment, in the CPCC, of a gender expert position in 2018 and a rule of law/human rights expert position in 2020 has also contributed positively to this. Whereas networking, information sharing and contacts have successfully continued in virtual format throughout the COVID-19 pandemic within civilian CSDP, it is worth noting that on the military side, the negative effects of the pandemic have been felt more strongly. Since 2020, there have been no in-person annual meetings and the CSDP human rights and gender equality mailing list has fallen out of use. There are also no regular virtual meetings for human rights and gender advisers and focal points in military M/Ops. Finally, the high turnover and short rotations in military M/Ops, combined with the lack of full-time human rights and gender expert positions in the EUMS and the MPCC, leave the human rights and gender experts and focal points in military missions with little guidance or support.

As for KM, while there have been some positive developments, such as better institutionalisation of handovers, only about one third of human rights and gender advisers

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and focal points received guidance from their superiors in 2020, and about one third received pre-deployment training involving human rights aspects. This means that many advisers and focal points still have to work alone. In this context, the active network of human rights and gender advisers facilitated by HQ structures becomes even more crucial.

### Baseline 6: Resources allocated to integrating human rights

#### Introduction

An interesting indicator of the importance attached to the implementation of human rights policies is the allocation of resources. Baseline 6 measures the perception of how much of an M/Op's funding is dedicated to human rights. The human rights advisers were asked if there was a specific budget line for human rights activities; if not, then they were asked to provide more details on what other budget lines were used for human rights activities. Finally, they were asked to give an estimate of the percentage of their mission's budget allocated to human rights activities.

#### Baseline

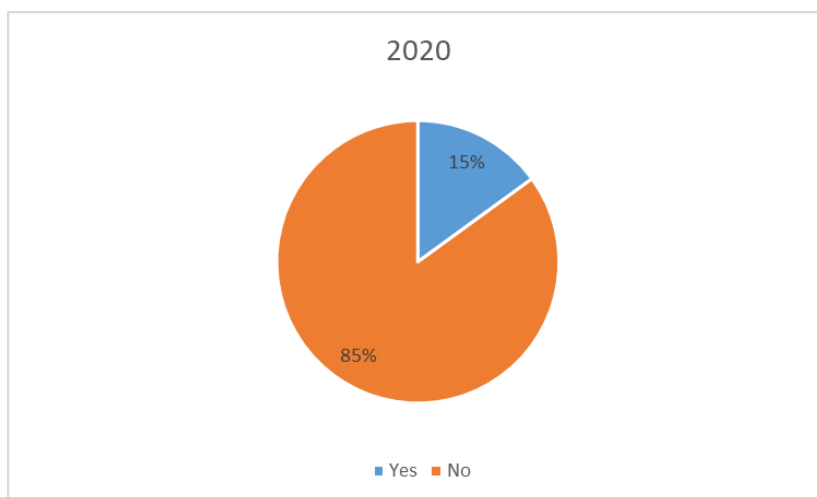


Figure 14. Existence of specific budget line for human rights activities.

The data from the Fig.14 shows that the majority of M/Ops do not have a dedicated budget line for human rights activities. Three missions that do have dedicated budget lines are EUCAP Sahel Niger, EUAM Iraq and EUMM Georgia. Most other civilian missions use their press and information, operations, and project cell budget lines for their small-scale human rights activities. EUPOL COPPS/Palestinian Territories also mentioned that in addition to their project cell budget line, the mission uses the Head of Mission Section's operational budget to finance human rights-related activities. Military M/Ops also mentioned a variety of other options for financing human rights-related activities, such as the force commander budget line, the LEGAD (legal adviser) and public affairs office budget lines, training and planning budget lines and underlying operational activities budget lines.

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Most M/Ops did not provide an estimate of how much of their budget was dedicated to human rights activities; however, several M/Ops underlined that they carry out only small-scale projects, usually around celebrating international days, conducting training courses, workshops and seminars, and producing visibility and information materials. EUAM Iraq has approximately EUR 220 000 for the implementation of human rights and gender projects, or 20 % of the projects budget. EUCAP Sahel Niger's human rights budget line, which is managed by the operations department, has approximately EUR 50 000 available. EUPOL COPPS/Palestinian Territories implements quick-impact projects with a maximum budget of EUR 20 000 each.

In 2015, most of the M/Ops that responded (9 responses out of 14) estimated that less than 1 % of their budget was dedicated to human rights activities.

#### **Analysis**

The results show that there is no common practice for funding human rights initiatives and each M/Op has found its own way of dealing with these expenses. However, the majority of missions seem to use their press and information and project cell budget lines. It is also important to keep in mind the purpose of most M/Ops, which is to provide training, advice and capacity building by making relevant expertise available, and the fact that the financial resources available to them are meant to support those activities. Human rights experts in CSDP M/Ops support that provision of advice, capacity building and training in areas that are framed by human rights norms, i.e. security sector reform, defence, policing and rule of law.

Consideration could be given to the possibility of allocating dedicated funding to M/Ops for human rights activities. Depending on the context and the mandate of each M/Op, an established amount of dedicated funds could facilitate and systematise human rights mainstreaming activities. Indeed, the idea of earmarked funds for human rights activities was supported by most human rights advisers and focal points who attended the follow-up baseline study's validation webinar on 8 December 2021, on the grounds that this would reduce administrative burden and the need to negotiate funding with other units, such as the Press and Public Information Office (PPIO).

#### **Baseline 7: Senior management leadership on gender equality/WPS**

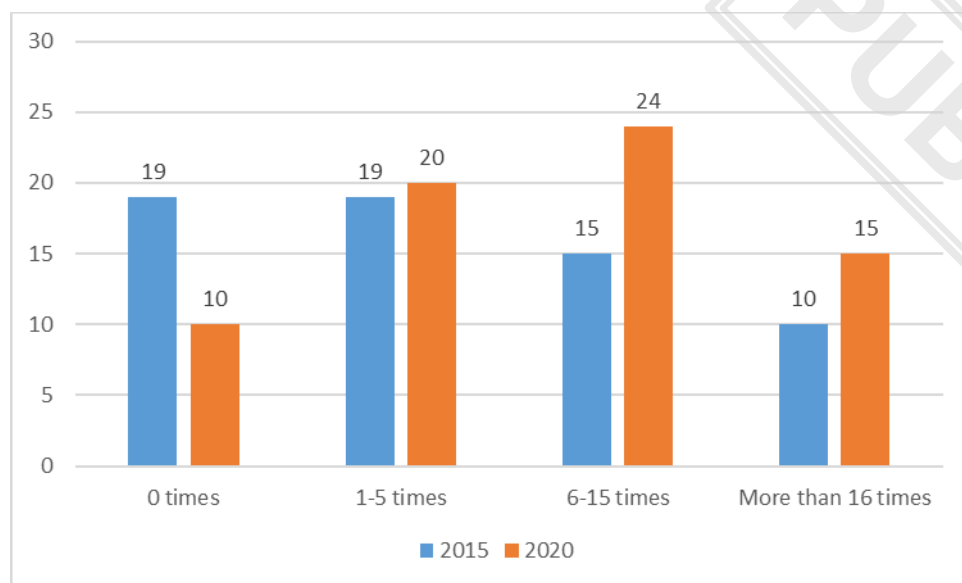
##### **Introduction**

CSDP management at headquarters and in M/Ops bears overall responsibility for ensuring that EU policies (including on gender equality and on WPS, i.e. UNSCR 1325 and related resolutions) are properly implemented. This baseline seeks to measure CSDP management's commitment to and engagement on gender equality and WPS.

##### **Baseline**

A total of 69 CSDP management staff (of which 14 – 20.1 % – were women) participated in the follow-up baseline study, with the overwhelming majority (95 %) considering the promotion of gender equality an essential part of their senior management responsibilities. In 2015, 63 CSDP management staff (of which 11 – 17.4 % – were women) participated in the

baseline study, with the majority (90 %) considering the promotion of gender equality to be their responsibility.



*Figure 15. Number of times management staff engaged on gender equality/WPS in 2015 and 2020.*

The comparative data shows (Fig.15) that an increasing number of managers who consider promoting gender equality as one of their core management responsibilities also engage on gender equality and WPS issues themselves. In 2015, 60 % of managers had engaged on gender equality up to 5 times. In 2020, however, this figure had decreased to 43 % – largely due to a considerable decrease in the number of managers who had not engaged on gender equality at all. Meanwhile, the percentage of managers who had engaged on gender equality more than 6 times increased in 2020 to 57 % (compared to 40 % in 2015).

Senior managers were also asked to provide details of their three main engagements on gender equality/WPS in 2020. One third of respondents referred to engagement on internal gender mainstreaming aspects, such as ensuring the integration of gender equality into operational activities, planning and reporting documents and standard operating procedures (SOPs), setting up gender action plans, etc. One third of respondents referred to a variety of gender mainstreaming activities with national counterparts, such as providing advice or mentoring, taking up gender issues with national actors, promoting the visibility and participation of women in internal security forces or the justice sector, engaging with local civil society, etc. Ten respondents reported that they supported the work of gender experts and gender focal point networks, and the same number referred to internal and external gender training. About a quarter of managers mentioned human resources-related aspects, such as recruitment, gender balance and respect for codes of conduct and standards of behaviour. Seven managers referred to gender-related engagements with international counterparts, and seven also underlined that they had communicated on the importance of gender equality/WPS in meetings, via social media and in public diplomacy. Three managers

specifically mentioned their engagements on SGBV. Eight managers (12 % of respondents) provided no details of their engagements

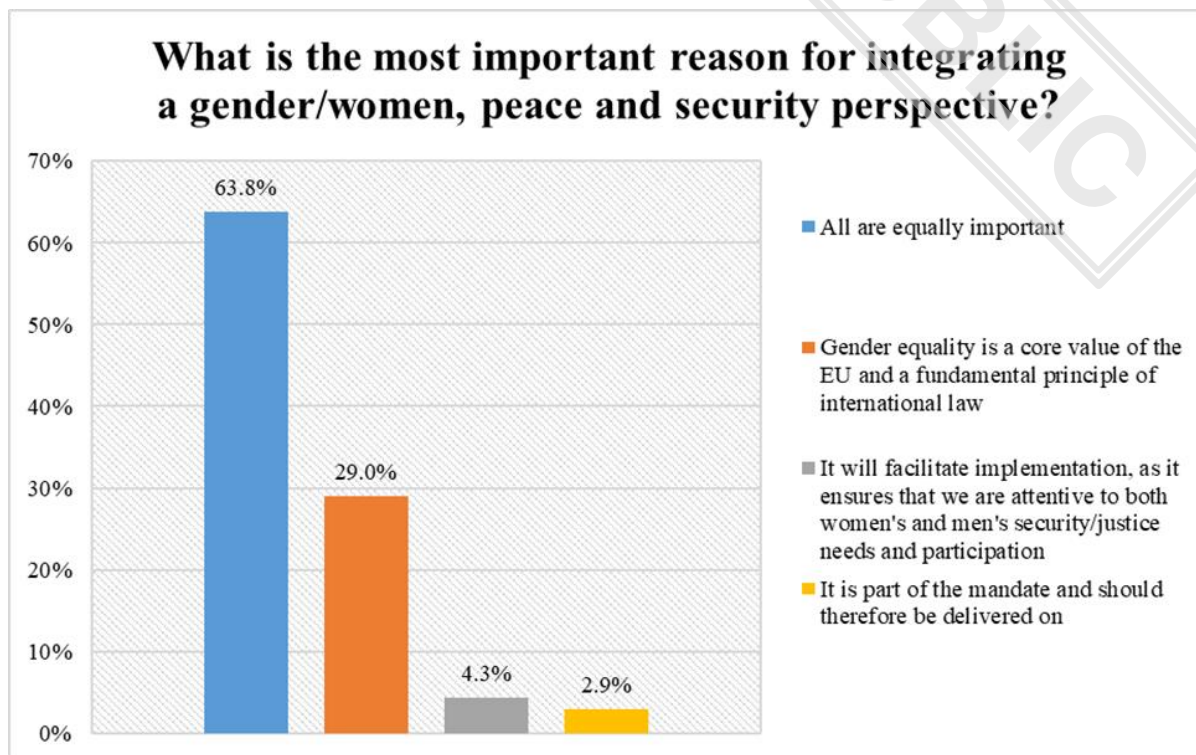


Figure 16. Most important reason for integrating gender equality/WPS in 2020 (Questionnaire 2 for senior managers).

In 2015, when asked what, in their opinion, was the most important reason for integrating gender equality, 67 % of managers responded that gender equality was a core value of the EU, 27 % responded that integrating gender equality would help to ensure attentiveness to both women's and men's security needs and participation, and the remaining 6 % indicated that it was part of the mandate and therefore should be delivered on. In 2020, an additional option (that all of the above were equally important) was added and consequently the majority of managers opted for this choice, followed by the 29 % of managers who considered that gender equality was a core value of the EU.

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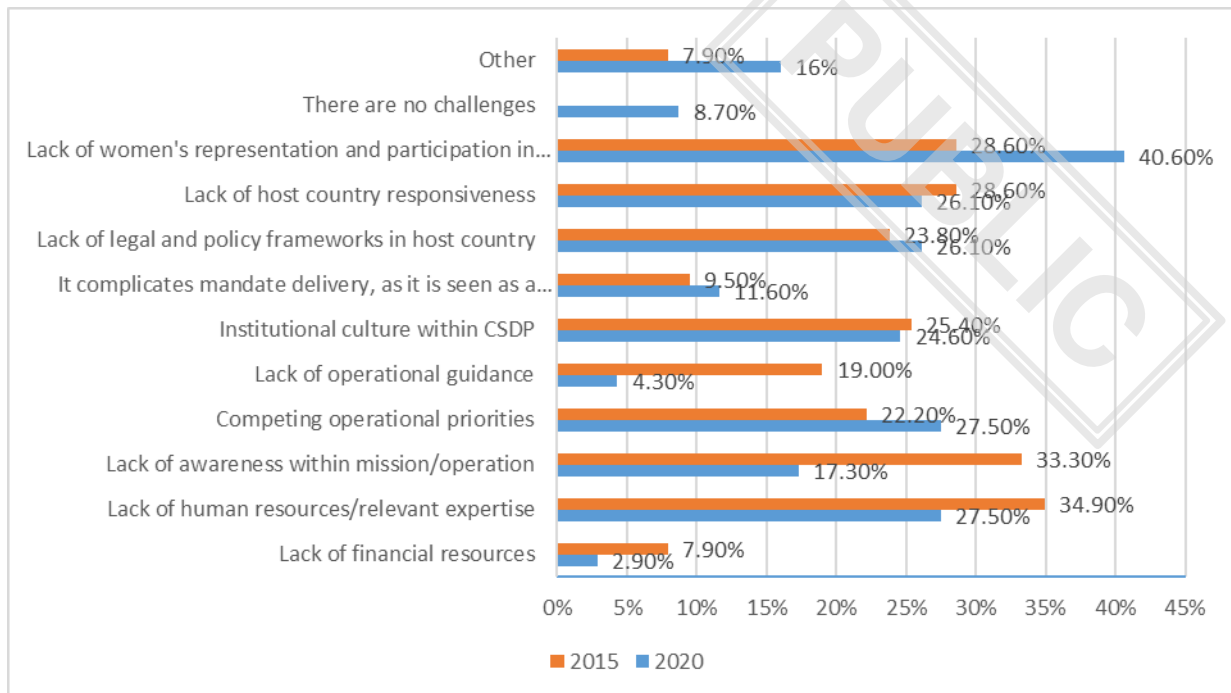


Figure 17. Main challenges with regard to integrating gender equality and WPS into your organisation in 2015 and 2020 (Questionnaire 2 for senior managers; several options could be chosen)

In 2015, lack of human/expert resources (34.9 %), lack of awareness within missions/operations (33.3 %) and lack of women’s representation and participation in the host country (28.6 %) were the biggest challenges identified in relation to promoting gender equality/WPS. In 2020, lack of women’s representation and participation in the host country (40.6 %), lack of human/expert resources (27.5 %) and competing operational priorities (27.5 %) came top. It is notable that in 2020 internal factors such as lack of operational guidelines, lack of resources and expertise and lack of awareness within missions/operations were considered much less significant challenges with regard to gender mainstreaming in comparison to 2015. This again shows that internal gender mainstreaming has progressed in recent years. Another significant element to note is how the external factor of lack of women’s representation and participation stands out compared to other challenges in 2020.

### Analysis

While the 2015 baseline study concluded that there were significant barriers to be removed before CSDP leadership would view gender equality as strategically important, the results of the follow-up study seem to indicate that more managers did consider gender equality an important issue in 2020. In 2020, 57 % of managers had engaged more than six times on gender equality, whereas in 2015 only 40 % of managers had done so. The level of internal awareness seems to have improved and the main challenges with regard to integrating gender equality are no longer primarily linked to internal factors but rather to external ones, in particular related to the situation in the host country.



**Baseline 8: Number and placement of full-time gender advisers (expert positions) and focal points or points of contact (non-expert positions) within CSDP structures (headquarters, missions and operations)****Introduction**

Similarly to human rights advisers, CSDP gender advisers and focal points at the Brussels headquarters and in M/Ops advise on and facilitate integration of gender equality and WPS into CSDP. In order to establish a baseline to measure the presence and effectiveness of gender advisers, focal points or points of contact, the study looked at the number of gender advisers, focal points or points of contact in CSDP structures (headquarters and M/Ops), the percentage of their time that the advisers, focal points or points of contact dedicate to gender (i.e. are the experts single-, double- or triple-hatted), the location of advisers, focal points or points of contact (access to senior management), and the main work strands.

**Baseline**

A notable development since 2015 was the appointment in 2018 of a full-time gender equality and WPS adviser at the CPCC. ISPD, the successor to CMPD, continues to have a double-hatted policy officer in charge of human rights and gender equality, who works closely with the CPCC's gender adviser and the gender focal points of the EUMS and the MPCC (neither of the focal points are visible in organisation charts). The only full-time expert working on gender in operations at headquarters in 2015 was the seconded national expert responsible for the joint Dutch and Spanish course on gender in operations at the ESDC. This position no longer exists.

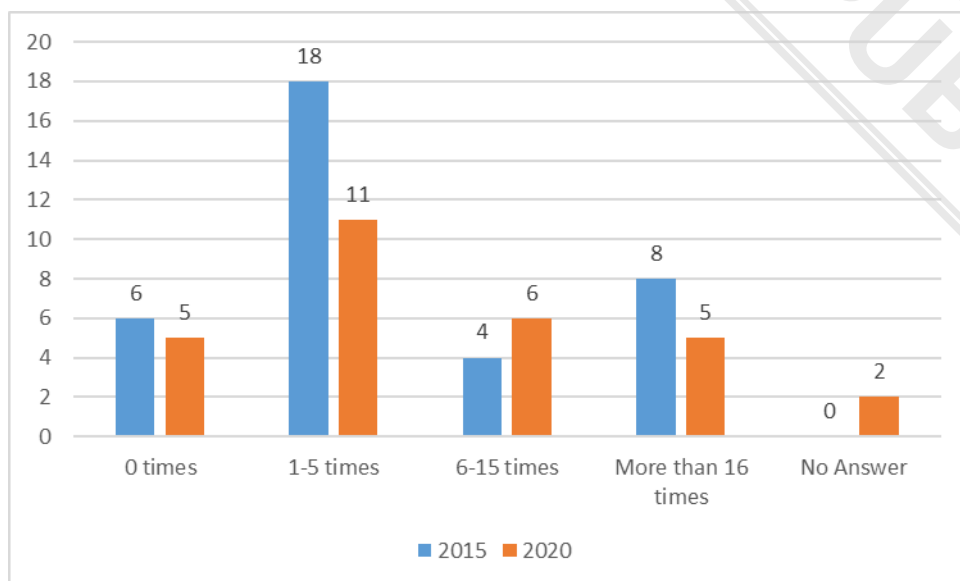
There are full-time gender advisers or double-hatted human rights and gender advisers in all CSDP civilian missions (except EUBAM Rafah, which has a double-hatted focal point due to its small size). Following the adoption of the mission model structure in 2021, there are plans to gradually convert all double-hatted positions in civilian missions into two single-hatted positions. This new approach already came into effect in EUCAP Sahel Mali and EUCAP Somalia in 2021. EUAM Ukraine, EULEX Kosovo, EUPOL COPPS, EUMM Georgia and EUAM CAR have always had single-hatted gender adviser positions.

Several missions also have gender expert positions in operational departments and single- or double-hatted national human rights advisers. For instance, EUCAP Sahel Mali has a human rights and gender trainer in the operations department and a double-hatted national human rights and gender adviser working closely with a seconded human rights and gender adviser. EUAM Iraq and EUCAP Sahel Niger have double-hatted human rights and gender experts in their operations departments. EUAM Ukraine has a team of four human rights and gender operational experts. EULEX Kosovo has a gender-based violence monitor.

As per deployment plans, most CSDP military M/Ops have full-time gender adviser positions, whether at the OHQ or FHQ. EUFOR ALTHEA has a full-time gender adviser. EUTM Mali has a gender / human rights adviser, plus a trainer. Operation IRINI has a gender adviser at OHQ and a gender / human rights adviser at FHQ. EUTM Somalia has a gender

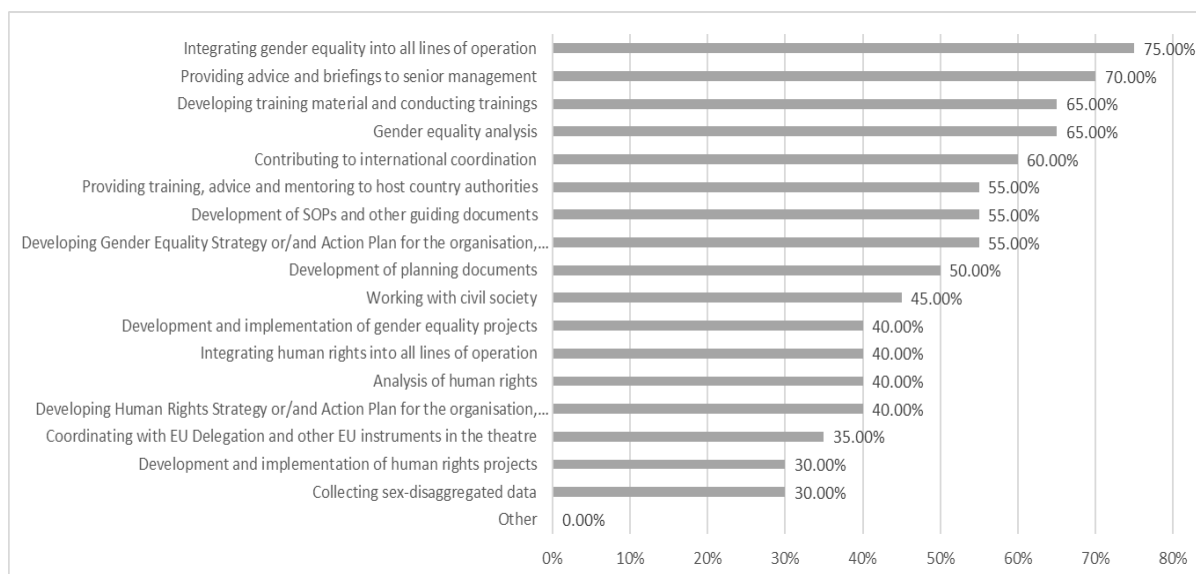
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adviser (position unfilled in 2020). In Operation ATALANTA and in EUTM CAR, gender adviser tasks were assigned to the legal adviser. The MPCC, an OHQ of military training missions, has a gender focal point.



*Figure 18. Number of times gender advisers and focal points briefed senior management in 2015 and 2020*

The data from Fig. 18 shows that the majority of advisers and focal points briefed senior management no more than 5 times per year in 2015 and 2020. Although the number of advisers and focal points who had briefed managers only up to 5 times decreased in 2020 compared to 2015 (59 % and 68 %, respectively) they still constitute a majority. 32 % of respondents in 2015 and 41 % of respondents in 2020 had briefed senior managers more than 6 times.



*Figure 19. Main work strands for gender advisers, experts and focal points in 2020*



In terms of the main work strands, 20 respondents who identified themselves as full-time gender advisers, double-hatted human rights and gender advisers or gender focal points engaged in the activities shown in Fig. 19. Integration, advice and briefings, training and analysis come out top of the list. Fewer than 50 % of experts engaged in developing gender equality projects. Only 30 % responded that they collected sex-disaggregated data.

### **Analysis**

More gender expertise was available in 2020 compared to 2015, particularly in civilian CSDP. There is a new full-time position at the CPCC and more missions have single-hatted gender adviser positions (in 2015 most positions were double-hatted). In 2020, five missions had a single-hatted position, six missions (including RACC) had a double-hatted position and one mission had a double-hatted focal point. However, in 2021 only two missions (EUAM Iraq and RACC) continued to have a double-hatted position; in all other missions double-hatted positions had been converted into single-hatted ones. In addition, whereas in 2015 only two missions had established internal gender focal point networks, in 2020 9 missions out of 12 (RACC included) had established gender focal point networks. Although military M/Ops have more gender expertise available compared to the availability of human rights expertise (four out of six had a gender adviser position), the difficulty often lies in filling those positions. Finally, within the five-year period there were no developments regarding the availability of dedicated gender expertise in the EUMS. Similarly, the MPCC, which did not exist in 2015, also relies solely on a gender focal point.

### **Baseline 9: Extent of gender equality/WPS training available for CSDP personnel**

#### **Introduction**

Training is an important tool for institutionalisation of policies and knowledge transfer, for integrating a gender perspective and promoting the implementation of commitments related to the WPS agenda. In the context of gender equality training in CSDP, we are looking at pre-deployment training, in-mission training, thematic training integrating gender aspects and specialised gender equality/WPS training. As was the case in 2015, the follow-up study was not able to assess how gender equality was reflected in pre-deployment training provided by Member States or in-mission training. The study assessed the extent to which key training providers integrate gender aspects into their training and whether respondents had received training.

#### **Baseline**

Since 2017, participation in pre-deployment training has been mandatory for all international staff. For seconded personnel it is the Member State's responsibility. Since 2018, a standardised one-week pre-deployment training course for M/Ops has been mandatory for all contracted international personnel before deployment to the theatre, and is also open to seconded personnel. These training courses are held monthly in Brussels, and in 2020 they included a joint session dedicated to human rights and gender mainstreaming. Since 2021, human rights and gender mainstreaming sessions have been provided separately. Pre-

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deployment training for personnel in military M/Ops is still conducted exclusively by Member States.

As in 2015, CSDP services at headquarters (ISPD, the CPCC, the MPCC and the EUMS) do not provide systematic induction training on human rights and gender equality for their new arrivals. However, most CSDP M/Ops do include human rights and gender aspects in their induction training, which is mandatory for all mission members upon arrival. The aim of the induction training is to put the basic principles of gender equality into the context of the host country and the specific mission mandate.

Integration of a gender perspective or inclusion of a dedicated gender module in specialised training courses has become increasingly common. This is done, for instance, in the ESDC CSDP Orientation Course, the Core Course on Security Sector Reform and the EU Integrated Crisis Management and Civilian Aspects of EU Crisis Management courses, to name just a few.

Four gender-related courses are currently available under the auspices of the ESDC. The first course, entitled ‘Integration of a Gender Perspective in the CSDP Missions’, is offered by the FBA once a year in Brussels. The course aims to enhance the capacity of EU personnel to integrate a gender perspective on a day-to-day basis. The second, long-standing course is ‘A Comprehensive Approach to Gender in Operations’, jointly organised by Spain and the Netherlands twice a year, except in 2020. The Baden-Wuerttemberg State Police College of Germany hosts the two remaining courses, a two-week specialised course entitled ‘Preventing and Investigating Sexual and Gender-based Violence in Conflict Environments’, which has been offered since 2019 and is designed for CSDP and UN peacekeeping personnel, and a one-week course entitled ‘Women, Peace and Security’.

In cooperation with external actors, the ESDC has also developed two e-learning modules devoted to gender: ‘Gender and UNSCR 1325 on Women, Peace and Security’ and ‘An introduction to gender-sensitive peacekeeping operations’. The ESDC is currently updating e-learning modules related to gender equality and WPS.

Some other training initiatives have been offered by and initiated with the FBA, such as a specialised online course for gender advisers, open to all international organisations and spanning a two-month period in 2020, in which several CSDP gender advisers participated. In addition, a dialogue between the CPCC and the FBA in 2020 led to a joint initiative for the training of gender advisers in 2021-2022, including training courses for both gender advisers and focal points.

The Spanish Ministry of Defence, as leader of gender military training discipline for CSDP military M/Ops, conducted the training requirement analysis for this discipline, which was approved by EU Member States in February 2020. As an outcome of the analysis, three curricula were developed and shared with Member States to help ensure that training requirements on gender are fulfilled. The first curriculum is for gender advisers and focal points, the second is for force commanders and key leaders, and the third is the basic course for all enlisted personnel up to platoon leaders.

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41 % of the human rights and gender experts, advisers and focal points who responded to the questionnaire in the follow-up study had received pre-deployment training including gender equality aspects. 24 % of them said that gender equality elements had been included in their induction packages. In 2015, only 22 % of advisers and focal points said that they had received pre-deployment training including gender equality aspects, while 30 % of them said that gender equality elements had been included in their induction packages. These findings show that gender equality aspects are more systematically included in pre-deployment training, although the inclusion of gender equality in induction packages seems to have decreased. This decrease might, however, be explained by differing interpretations of the term ‘induction package’, which was not accompanied by an explicit reference to induction training.

A question about human rights and gender training was also included in questionnaire 4 for other personnel directly engaged in mandate delivery. It shows that the number of respondents who had received pre-deployment training including human rights and gender equality aspects increased from 50 % in 2015 to 64 % in 2020. However, the number of respondents who had received in-mission training including human rights and gender equality aspects decreased from 50 % in 2015 to 31 % in 2020 (see Fig. 8 under baseline 4).

#### **Analysis**

The results show that the number of human rights and gender advisers and focal points who had participated in pre-deployment training with gender equality elements increased from 22 % in 2015 to 41 % in 2020. The same positive trend is clear for operational experts who had attended pre-deployment training with human rights and gender sessions included, with an increase from 50 % in 2015 to 64 % in 2020. These results are in line with the fact that participation in pre-deployment training for civilian missions has been mandatory since the adoption of the new training policy in 2017. However, pre-deployment training courses for civilian international seconded personnel and for military M/Ops have not been standardised and are the responsibility of the Member State. Responsibility for the training of international contracted staff lies with the respective civilian mission, which liaises with the ESDC to ensure participation in pre-deployment training.

In a positive development, additional specialised training courses have become available, for instance a course on SGBV offered by the Baden-Wuerttemberg State Police College of Germany since 2019, and a course organised by the FBA for gender advisers deployed to civilian missions that was first conducted in 2021.

In addition to human rights, the EUCTG identified gender equality as one of the priority training areas and the FBA was selected as the civilian coordinator for training to carry out the training requirement analysis in 2020. The final training requirement analysis report highlights a number of gaps in the field of gender equality training for CSDP civilian personnel, and in particular it concludes that despite several training initiatives, there is no systematic or standardised approach to ensure that the training requirements for various target groups within CSDP are met, and there are too few training opportunities to meet the needs at both basic and advanced level.

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In conclusion, despite several positive trends as highlighted above, the training offer is still uneven and not all categories of staff receive sufficient training to fulfil their gender mainstreaming responsibilities. Whereas some missions may conduct systematic in-mission gender training or outsource it, this is not the standard practice in all missions. It is also important to keep in mind that gender advisers may not have enough capacity to train all staff in bigger missions. Access to specialised training is also limited to only a few individuals. Finally, as already highlighted under baseline 4, the CSDP does not ensure a common knowledge base and understanding of core concepts on human rights and gender equality for all staff entering CSDP structures in Brussels or M/Ops. The turnover of staff, particularly in military M/Ops, poses further challenges with regard to ensuring that all staff receive similar training.

### **Baseline 10: Extent of and measures taken to ensure institutional knowledge management on gender equality/WPS**

#### **Introduction**

Gender mainstreaming is an ongoing process that evolves and is fine-tuned as institutional knowledge and expertise develops. In order to establish a baseline for institutional KM on gender equality/WPS, the follow-up baseline study sought to measure handover notes and guidance received by gender advisers and focal points and other learning tools at the disposal of advisers and focal points. The study also sought to identify the availability of networking and information-sharing opportunities for gender advisers and focal points and assessed the availability of policy guidance to other personnel directly engaged in mandate delivery and operational experts.

#### **Baseline**

For the smooth functioning of the institutions and organisations, tools and procedures have been put in place to safeguard the institutional memory and to facilitate smooth integration of new staff members. In the context of M/Ops, with high turnover and short rotations it is even more crucial to have well-functioning practices in place.

Comparative data on guidance received by human rights and gender advisers and focal points when taking up their positions (see Fig. 9 under baseline 5) shows some positive developments. For instance, in 2020, 41 % of human rights and gender advisers and focal points had participated in pre-deployment training that included gender equality aspects, compared to 22 % in 2015. Also, as already stated under baseline 5, handover notes have become far more common (62 % of respondents had received them in 2020 compared to 30 % in 2015) and more advisers and focal points reported having received guidance from their superiors (35 % in 2020 compared to 27 % in 2015). However, provision of induction packages has decreased slightly, from 35 % in 2015 to 27 % in 2020.

Comparative data on access to policy and operational guidance and other relevant resources (see Fig. 10 under baseline 5) for operational experts also shows that there has been an upward trend. For instance, in 2020, 43 % of operational experts responded that they had access to operational guidance on gender equality that was relevant for their field of work,

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compared to 29 % in 2015. Policy guidance on gender equality had also become more accessible to operational experts (76 % in 2020 compared to 64 % in 2015).

The main mechanisms for networking, information sharing and peer-to-peer learning across M/Ops are currently the annual meeting of CSDP human rights and gender advisers and focal points and virtual meetings. However, in 2020 the annual meeting did not take place in person due to the pandemic situation. On the other hand, restrictions on movement have increased online contacts and virtual meetings have become regular. More detailed analysis of the usefulness of those mechanisms can be found under baseline 5 (Figures 11, 12 and 13).

### **Analysis**

The results indicate that work strands related to gender equality/WPS have become more institutionalised, more mission members had received pre-deployment training that included a session on gender equality, and there have been increases in terms of handover notes from predecessors and guidance from superiors. The results also indicate that gender equality policies and operational guidance on gender have become more accessible to other operational experts. On the other hand, the number of human rights and gender advisers / focal points who received induction packages on gender equality has decreased. Back in 2015 the percentage was already relatively low. It is important to ensure that induction training and other material distributed as part of induction packages include gender equality/WPS aspects, firstly because it is difficult to ensure that all M/Op members receive gender-related briefings within their pre-deployment training, and secondly because it is very important to provide contextualised briefings on gender equality to all M/Op members, and this can be achieved through mandatory inductions.

### **Baseline 11: Extent of resources allocated to integrating gender equality/WPS**

#### **Introduction**

An important indicator of the importance attached to the implementation of gender equality/WPS policies is the allocation of resources. Gender advisers and focal points were asked if there was a specific budget line for gender equality/WPS activities. If not, they were asked to provide details on what other budget lines were used for gender equality/WPS activities. Finally, they were asked to estimate the percentage of the mission budget allocated to gender equality activities.

#### **Baseline**

The results for this baseline are very similar to those for baseline 6, which measured resources allocated to human rights activities. Three civilian missions (EUCAP Sahel Niger, EUAM Iraq and EUMM Georgia) and one operation (EUFOR ALTHEA) have dedicated budget lines. EUCAP Sahel Niger has a joint human rights and gender equality budget line managed by the operations department. EUAM Iraq also has a joint budget line for human rights and gender equality activities. EUMM Georgia has a budget for specific gender-related public information activities, namely International Women's Day and 16 Days of Activism against Gender-based Violence. EUMM Georgia also has an external training budget that

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supports training of staff on gender issues by external training providers. EUFOR ALTHEA has a small budget for gender-related activities, to cover refreshments during meetings and training activities. In addition, the precise hierarchy of the military chain of command allows for all available assets and staff to be placed at the disposal of the gender team whenever necessary, provided the tasker is duly prepared and signed by the chief of staff.

However, the majority of M/Ops do not have a dedicated budget for gender equality activities and need to use a variety of other means. For small-scale gender equality activities most civilian missions use press and information, operations, training and project cell budget lines. Military M/Ops also mentioned a variety of options for financing gender-related activities, such as the force commander budget, training and planning budgets and the underlying operational activities budget.

Most M/Ops did not provide an estimate of the proportion of the mission/operation's budget that was dedicated to gender equality activities. However, several M/Ops underlined the fact that they implement only small-scale projects, usually around celebrating international days, conducting training activities, workshops and seminars, and generating some visibility and information materials. In 2015, most of the M/Ops that responded (12 responses out of 15) estimated that less than 1 % of the mission/operation's budget was dedicated to gender equality activities; the remaining three estimated it to be 1-4 %.

### **Analysis**

Similarly to baseline 6, the results show that there is no common practice for financing gender equality activities and each mission and operation has found its own way of dealing with this type of expense. However, the majority of missions seem to use press and information, operational and project cell budgets. It is also important to keep in mind the nature of most M/Ops, which is training, advising and capacity building by making available relevant expertise. The financial resources available are meant to support the implementation of advising, training and capacity-building activities. However, dedicated funds for gender equality activities should be considered as this would help to ensure that activities are conducted systematically and the predictability of funds would facilitate planning of activities as well as accountability. Finally, the idea of earmarked funds for gender equality/WPS activities was supported by most gender advisers and focal points who attended the follow-up baseline study validation webinar on 8 December 2021, as this would reduce the administrative burden and the need to negotiate funds with other units such as PPIO.

### **Baseline 12: Women's and men's representation at different levels and efforts to encourage better gender balance**

#### **Introduction**

This baseline measures women's and men's representation within CSDP, what is being done to support increased representation of women and the extent to which gender-segregated data are available. While equal or balanced representation of women does not in itself ensure equality or attention to the integration of a gender perspective, balanced representation of women will have an effect on CSDP internal working culture and give credibility to the EU's

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stated commitment to women's participation and to gender equality. Moreover, in many contexts women's participation may be necessary for, or at least greatly facilitate, contacts with women in the host government and civil society.

### Baseline

In 2019, the CMPD was replaced by two directorates: ISPD and SECDEFPOL. In December 2020, three (27 %) out of 11 management positions (directors and heads of division) in those two directorates were held by women, and 73 (49 %) of the 148 staff were women. In comparison, by the end of 2015 one in five management positions (20 %) in CMPD was held by a woman, and 26 (41 %) of the 63 CMPD staff were women.

As in 2015, there was one woman in the senior management team in the EUMS in December 2020, and 31 (13 %) of the 241 EUMS staff were women. In December 2015, 13 (6 %) of the 212 EUMS staff were women.

In CPCC, two (40 %) out of five management positions (commander, chief of staff, heads of division) were held by women in December 2020, compared to one (20 %) in 2015. At the end of 2020, 39 (41 %) of the 94 staff were women, compared to 28 (47 %) of the 59 staff in 2015.

In December 2020, all three management positions in the MPCC were held by men, and four out of the 47 staff were women (9 %). The MPCC did not exist in 2015.

	Senior managers		Managers		All staff		Percentages (all staff)	
	M	F	M	F	M	F	M	F
ISPD	1	0	5	0	44	45	49 %	51 %
SECDEFPOL	0	1	2	2	31	28	53 %	47 %
CPCC	1	1	2	1	39	55	59 %	41 %
MPCC	1	0	2	0	43	4	91 %	9 %
EUMS	2	0	5	1	210	31	87 %	13 %
<b>Total</b>	<b>5</b>	<b>2</b>	<b>16</b>	<b>4</b>	<b>367</b>	<b>163</b>	<b>69 %</b>	<b>31 %</b>

*Figure 20. Representation of women at the headquarters of CSDP structures at the end of 2020*

In December 2020, 29.5 % of all staff in CSDP civilian missions were women, compared to 29.2 % in February 2016. In 2020, women made up 24 % of all international staff, 23 % of seconded international staff (21 % in 2016) and 26 % of contracted international staff (28 % in 2016).



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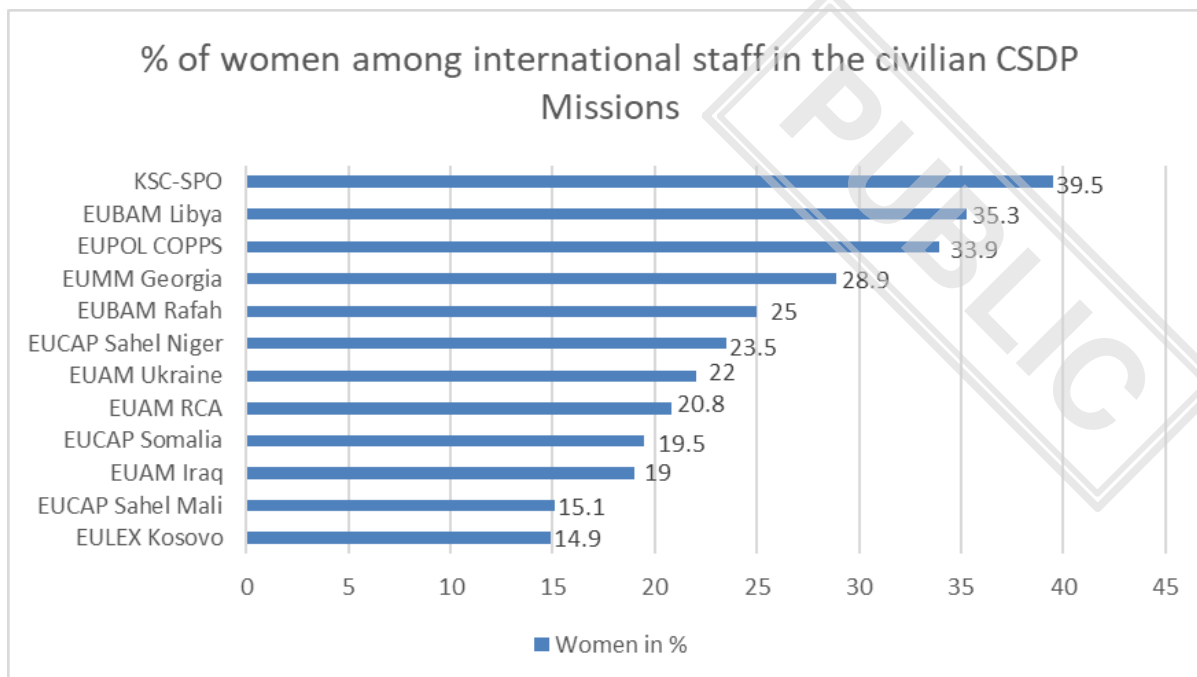


Figure 21. Overview of the representation of women in civilian CSDP missions (CPCC personnel figures from 31 December 2020)<sup>14</sup>

28 % of senior management positions in civilian CSDP were held by women in December 2020, including one head of mission, two deputy heads of mission (DHoMs), two chiefs of staff (CoSs) and two DHoMs/CoSs. The overall representation of women in management positions in civilian missions was 22 %. No data was provided on senior management in the 2015/2016 report.

In December 2020, 5 % of all staff in CSDP military training missions were women (4 % in EUTM Mali, 9 % in EUTM Somalia and 5 % in EUTM RCA). 8 % of management positions in military training missions were held by women in December 2020; however, there were no women in senior leadership positions (i.e. mission force commander, deputy mission force commander, chief of staff).

In December 2020, 6 % of all staff in CSDP military operations were women (7 % in Operation ATALANTA, 11 % in Operation IRINI, 2.5 % in Operation ALTHEA). 7 % of management positions in military operations were held by women in December 2020; however, there were no women in senior leadership positions (i.e. mission force commander, deputy mission force commander, chief of staff).

Besides the military component, Operation ALTHEA also has a relatively large civilian component (crisis establishment) composed of 377 staff, 47 % of them women in December 2020.

<sup>14</sup> Source: CPCC's Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024.



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In 2015/2016 no overall data was available on the representation of women in military M/Ops and it was estimated that the approximate figure was 3-7 %.

### **Measures taken to improve gender balance**

In 2018, the EEAS put in place a comprehensive strategy to improve its gender balance<sup>15</sup>. In 2021 the strategy was complemented by an action plan, which laid down a specific target of ensuring that 40 % of managerial positions would be held by women by 2024<sup>16</sup>.

Responsibility for selecting personnel for civilian missions is shared between the Member States and the EEAS. The low numbers of women has been recognised as a serious shortcoming when it comes to leading by example and it has been acknowledged that stronger measures are needed to increase the representation of women in civilian missions. The Civilian CSDP Compact<sup>17</sup> is a key strategic document with the objective of strengthening the civilian dimension of the CSDP and it proposed 22 commitments. Commitment 16 touches upon human rights and gender aspects, including the need to increase the representation of women:

*Commitment 16: 'Provide a more in-depth and systematic mainstreaming of human rights and gender aspects in all civilian CSDP missions, including by appointing as a general rule dedicated advisers in gender and human rights. Actively promoting an increase in the representation of women among international experts at all levels of the mission, based on increased national contributions and in line with agreed EU and international policies and guidelines.'*

In its conclusions of December 2020<sup>18</sup>, the Council identified the following action for the implementation of the Compact in 2021: *'Member States, EEAS and Commission services aim to provide a more in-depth and systematic mainstreaming of human rights and gender aspects and continue to actively promote increasing the representation of women in CSDP missions at all levels, and to this end calls on the EEAS to develop a dedicated strategy and action plan'*.

Throughout 2021, the CPCC worked on the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024, which was approved in December 2021. This document sets an ambitious target of increasing the representation of women to 40 % by 2024 across all categories of personnel. The strategy also sets out some new positive action measures for the selection of candidates.

For military M/Ops, the nomination of candidates is the responsibility of the Member States. However, at political level the EEAS can use several means to raise Member States' awareness of this matter. The EEAS's Principal Adviser on Gender and WPS has regularly

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<sup>15</sup> EEAS Gender and Equal Opportunities Strategy 2018-2023.

<sup>16</sup> EEAS Equal opportunities action plan 2021-2024.

<sup>17</sup> 14305/18, dated 19 November 2018.

<sup>18</sup> 13571/20, dated 7 December 2020.

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met with the EU Military Committee and encouraged an increase in women's representation. Also, in force generation conferences, there is always encouragement to ensure diversity of deployments.

### **Sex-disaggregated data**

There have been some improvements with regard to the collection of sex-disaggregated data. Whereas in 2015/2016 military M/Ops did not collect any sex-disaggregated data, since 2018 this is now done. However, these statistics still do not show what positions women hold in the organisation. Since 2019 the CPCC has collected detailed sex-disaggregated data which also shows the representation of women per staff category (i.e. senior management, management, operational position, international staff, seconded international staff, contracted international staff).

In December 2020, the CPCC collected sex-disaggregated statistics from recruitment processes. However, it was identified that there is a need to improve the analysis with regard to candidates and selections. As a general rule, the selection panels consist of at least one woman and one man as voting members. Most panels are composed of three people, or five in exceptional cases.

Military M/Ops and military HQ structures have no sex-disaggregated data from recruitment processes as the selection of candidates is the Member States' prerogative. For example, in the EUMS 92 % of staff are military personnel who are directly nominated by Member States and the EUMS has no direct influence on their recruitment. However, for the recruitment of civilian personnel regular EEAS rules apply.

In 2015, the data on recruitment processes was collected via questionnaires sent to human resources personnel. In the current study the data was collected centrally via the operational headquarters (CPCC, MPCC) and the EUMS. In 2015, 43 % of CSDP structures in Brussels and CSDP civilian and military M/Ops responded that they seek to ensure that women are represented on recruitment boards and 38 % said that they have sex-disaggregated statistics from recruitment processes.

### **Analysis**

As in 2015, women continue to be underrepresented in CSDP structures, in particular in civilian and military CSDP M/Ops and in management positions. We can conclude from the data presented above that there has been no progress over the past five years with regard to the representation of women in both civilian and military M/Ops. According to the CPCC mission personnel figures, the overall percentage of international staff in civilian CSDP missions who are women has not increased since 2017 and seems to have stalled at around 24 %<sup>19</sup>. Some positive developments can be observed at CSDP headquarters, where the representation of women in civilian structures (ISPD, SRCDEFPOL and the CPCC) is almost

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<sup>19</sup> CPCC Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024.

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50 %, but women are still underrepresented in management positions. In the military structures in Brussels (MPCC, EUMS), the representation of women remains very low. When it comes to military HQ structures and M/Ops this comes as no surprise because the low representation of women corresponds to the low levels of women in national armed forces. It is worth mentioning that candidates for military structures at HQ and in the field are proposed by Member States directly and the EEAS has no role in selection procedures for military personnel.

Considering that there has been little improvement when it comes to the equal representation of women, which is not in line with the EU's overall objectives on gender equality, several steps have been taken to change this status quo. The EEAS has set the target of 40 % representation of women in management positions by 2024 and the CPCC has set the target of 40 % for representation of women across all categories of personnel by 2024. Both structures have adopted strategies and action plans to reach this target. However, such developments are still lacking for the military HQ structures and military M/Ops, though the role of Member States in those processes needs to be kept in mind.

Sex-disaggregated data is an important tool for measuring men's and women's representation in an organisation and the change over time. Over the past five years there has been good progress with the collection of gender data. Whereas in 2015 the CPCC collected only generic gender statistics, since 2019 it has collected sex-disaggregated data for each staff category. This information highlights where more efforts are needed, in particular on the representation of women in managerial and operational positions. Military M/Ops have been collecting generic sex-disaggregated data since 2018. In the reports, this data is not differentiated by staff category and rank, but detailed statistics can be constituted upon request on a case-by-case basis, as was the case for this report.

Finally, there has been no change in the family policy of CSDP M/Ops since 2012. All M/Ops are still considered non-family duty stations. The 2015 study suggested that women are most likely better represented in younger age groups (up to 35 years) as women with young children are less likely to join missions. However, in both studies no data on age groups was collected. In 2021, discussions were relaunched on whether low-risk missions should be recategorised from non-family to family duty stations. Consequently, the CPCC has been commissioned to carry out a study in 2022 on the impacts of changing the family policy for low-risk civilian missions.

### **Baseline 13: Number of gender-related disciplinary cases and types of measures to prevent and address gender discrimination, sexual exploitation and abuse, and sexual harassment**

#### **Introduction**

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The EU must hold itself to the highest possible standards of conduct and discipline when operating in crisis and conflict situations, to ensure that CSDP staff can work safely and efficiently and that the reputation of CSDP missions is beyond reproach. Efforts to prevent and resolve conflicts and crises are seriously undermined if those mandated to assist local populations instead abuse them. Clear standards and processes, clear rules for reporting on breaches of codes of conduct and discipline and a functioning record-keeping system for cases of misconduct are crucial to prevent and address gender-related discrimination, violence, harassment and SEA.

### **Baseline**

In 2020 there were five gender-related disciplinary cases in CSDP missions and operations. In civilian missions, three cases of gender-related misconduct (two cases of sexual harassment and one case of assault) were reported officially (in 2019 nine cases were reported). No cases of SEA were reported (in 2019 one case of SEA was reported). All three cases were investigated and followed by disciplinary measures.

In military operations, two cases of gender-related misconduct (sexual harassment) were reported in 2020. Both cases were investigated (one case was investigated by national authorities) and the accused were found guilty of breaching the Code of Conduct and Discipline and were sanctioned by redeployment back to their sending countries.

In military training missions no cases were reported in 2020.

No SEA or gender-related misconduct was reported in 2015.

### **Measures to prevent and address SEA and gender-based discrimination and violence**

The Upgraded Generic Standards of Behaviour for CSDP Missions and Operations<sup>20</sup> were adopted in 2018, replacing the 2005 Generic Standards of Behaviour for ESDP Operations<sup>21</sup> common to CSDP civilian missions and military M/Ops. This review was prompted by allegations of possible SEA by personnel of EUFOR RCA, which ended in March 2015. The Office of the UN High Commissioner for Human Rights informed the EU about those allegations on 19 January 2016.

Other relevant standard-setting operational guidelines and procedures are outlined in the Code of Conduct and Discipline for EU Civilian CSDP Missions<sup>22</sup>, the Code of Conduct and Standards of Behaviour for Military Missions and Operations and Guidelines on ethics from 2018.

Following the allegations involving EUFOR RCA personnel, other measures were identified in the document 'Conduct and Discipline in CSDP Missions and Operations: Overview of Policies and Procedures'<sup>23</sup>. The recommendations included (a) reviewing the 2005 Standards

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<sup>20</sup> 6877/18, endorsed by the Foreign Affairs Council on 22 January 2018.

<sup>21</sup> 8373/3/05.

<sup>22</sup> 12076/16, dated 9 September 2016.

<sup>23</sup> 7869/16, EEAS (2016) 294, dated 13 April 2016.

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of Behaviour; (b) introducing a standardised reporting format for complaints; (c) setting up a conduct and discipline archiving system for cases in CSDP M/Ops; (d) establishing regular reporting on CSDP conduct and disciplinary matters to Member States; (e) developing existing training and updating outdated online training material; (f) reviewing and developing policies to support victims of harassment and abuse. In autumn 2016, the CMPD, the CPCC and the EUMS (including later the MPCC) developed the Action Plan on Conduct and Discipline, in which the recommendations were translated into action points and the responsible services were identified.

Besides the revision of standards of behaviour there have been other developments since 2016. For instance, the CPCC has adopted a standardised reporting template with anonymised data for cases of misconduct in civilian CSDP missions, and conduct and discipline matters have been systematically included in the ESDC coordinated pre-deployment training courses and in-mission induction training.

In 2020, the CPCC finalised a mandatory e-learning module on the Code of Conduct and Discipline for all mission members, in consultation with the European Commission, ZIF and ENTRi. The module includes references to gender-based discrimination, harassment and SEA. The e-learning module was launched through a Civilian Operations Commander instruction to missions in June 2020. The instruction also specifically addressed the responsibility of heads of mission to implement zero tolerance of discrimination, sexual exploitation and abuse, trafficking in human beings, sexual assault and sexual harassment. It stressed that the head of mission's responsibility in this regard is not limited to the strict implementation of the Code of Conduct and Discipline but also requires a proactive informing and awareness-raising approach which serves as a preventive measure, as underscored in the Upgraded Generic Standards of Behaviour. The EEAS anti-harassment policy information package for managers, launched by the EEAS Secretary-General in September 2018, was attached to the instruction.

More recently, the CPCC has integrated a disciplinary module containing a data base into the centralised human resources management platform CiMA, which will be in place as of March 2022. This database will be filled with the final decisions in relation to disciplinary proceedings. Following the explicit instruction of the Member States, the database assures that the disciplinary history of applicants is taken into consideration during future selection.

Addressing the issue of the disparity in civilian and military missions' reporting practices, raised at the Politico-Military Group and Committee for Civilian Aspects of Crisis Management (CivCom) discussion on the progress report<sup>24</sup>, the EUMS/MPCC and the CPCC developed a common structure for joint reporting on conduct and discipline matters, however, this joint reporting has yet to take effect. The Code of Conduct and Discipline stipulates that missions report on disciplinary cases on a quarterly basis to CPCC. The CPCC keeps track and collects statistics and keeps Member States informed.

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<sup>24</sup> Discussion on the first Progress Report on Conduct and Discipline in CSDP Missions and Operations (7437/18) at PMG, reinforced by CivCom, on 26 March 2018.

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In 2020, the CPCC conducted a mission-wide staff survey to get a baseline in order to better understand what preventive measures would be needed. Another initiative the CPCC started in 2020 was the drafting of the Strategy and Action Plan to Enhance Women's Participation, also concluded in 2021. One of its strategic engagement areas focuses on the creation of an inclusive and harassment-free work environment for all. This strand of work will invest in training for those responsible for the prevention of all acts of psychological abuse and harassment, or for handling complaints regarding alleged gender-related breaches of the Generic Standards of Behaviour, such as sex-based discrimination and (sexual) harassment, in line with the procedures set out in the Code of Conduct and Discipline. It also aims to establish confidential and survivor-centred support and complaint mechanisms for persons exposed to (gender-related) breaches of the Generic Standards of Behaviour.

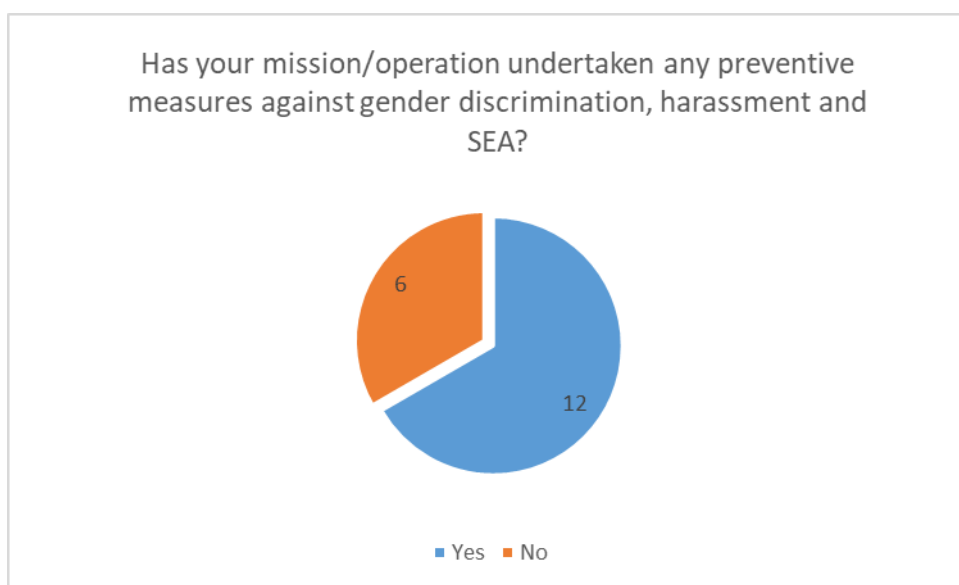


Figure 22. Preventive measures undertaken in 2020

Besides centrally coordinated processes and initiatives, most M/Ops are taking active steps to prevent gender-based discrimination and violence and SEA. Two thirds of M/Ops (including RACC) responded that preventive measures have been taken by their organisations. Most M/Ops referred to sessions conducted within the induction training. Three civilian missions mentioned that the DHoM briefs all newcomers on the code of conduct. A number of M/Ops referred to strong messaging on zero tolerance and in some places separate training was conducted on top of the induction training. Two missions, EUMM Georgia and EUCAP Sahel Niger, conducted specific internal awareness-raising campaigns related to zero tolerance of gender-based discrimination and sexual harassment during 2020. Operation IRINI has developed and adopted an SOP on prevention of and response to SEA. EUTM Somalia is developing a specific leaflet relating to the code of conduct, to be distributed to all assigned personnel.

### Analysis

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Whereas no cases were reported in 2015, five cases were officially reported in 2020. This may be a more realistic reflection of the situation on the ground and possibly an outcome of increased efforts to raise awareness of gender-based discrimination, violence and SEA and ways to report such incidents. Although officially no cases were reported for 2015, the 2015/2016 report mentioned that some respondents were aware of cases and also referred to the existence of belittling attitudes towards women in M/Ops.

Since the last report, the Generic Standards of Behaviour have been upgraded and they apply to staff for civilian and military M/Ops alike. Specific codes of conduct exist for civilian missions and for military M/Ops. Concerted efforts have been made to improve and develop training and e-modules, which have been mandatory for staff in CSDP civilian missions since 2020.

However, some major issues still remain unresolved. For example, military HQ in Brussels do not yet have a centralised database and the information was collected directly from M/Ops. The fact that there is no centralised CSDP record results in the EU not being able to easily retrieve information about past complaints and how they were addressed. If a mission has ended it is especially complicated and not always possible to retrieve relevant information. As a consequence, we are not able to monitor complaints over time and make use of the statistics to develop more robust preventive measures. The lack of a centralised record also results in the EU not being able to ensure that staff who have been investigated following serious complaints against them are not re-hired into another mission; in other words there is no vetting system in place. As stated, the positive development with an integrated database into the human resources management platform for civilian missions will address this issue in the future while a similar development is still needed on the military side.

Some other weaknesses can be observed in the current system. The current peer-review-based system does not fulfil all the requirements of a transparent, accountable and independent administrative judicial review system, which means that complaints may not be investigated and misconduct sanctioned. In addition, the system whereby the investigation team and disciplinary panel members are nominated from among fellow mission members may undermine the process and violate the rights of the victims and the accused. There are also other concerns such as the quality and the impartiality of investigations, confidentiality and unnecessary pressure. It would be advisable to reform the current system. Complaints against military personnel are investigated by the national authorities, which means that different procedures may apply. With regards to the civilian missions discussions are currently ongoing about reinforcing investigative capacity for disciplinary matters. One of the options identified by Member States is the creation of an independent investigative entity.

#### **Baseline 14: Number and type of key messages related to human rights**

##### **Introduction**

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An important measure of external integration of human rights is how CSDP M/Ops communicate about human rights, i.e. key messages on human rights delivered in key leadership engagements, in advising/mentoring situations and public awareness campaigns. However, the baseline includes not only positive communication on human rights but also how CSDP M/Ops react when they learn about systematic human rights violations committed by key partners.

### **Baseline**

As a general rule, the messaging on human rights is in line with missions/operations' key human rights priorities and activities as well as with the core human rights values of the European Union as outlined in the Treaties and the EU Human Rights and Democracy Action Plan. As in 2015, it was difficult to establish this baseline in terms of numbers. It is not straightforward to distinguish what exactly counts as a human rights message as often there is a fine line between human rights activities and other activities such as those related to migration, counter-terrorism or military justice.

As in 2015, in the present study the majority of senior managers considered that promoting human rights is one of their senior management responsibilities. Nevertheless, close to half of the senior managers (48 %) still only engaged on human rights up to five times in 2020 (baseline 2). This indicates that senior managers may not use the opportunities they have to deliver messages on human rights internally and externally.

In the follow-up baseline study validation webinar on 8 December 2021, a focus group discussion on human rights messaging concluded that better guidance from headquarters could be helpful to coordinate messages across missions and to ensure more consistency across different operational areas, keeping in mind the specific context of each mission and operation. In particular, it was highlighted that press material could be made available to M/Ops ahead of landmark events such as Human Rights Day. The crucial role of press and information officers as important allies and partners for human rights messaging was also mentioned.

The focus group discussion also concluded that local context is crucial when deciding how assertive M/Ops can be on their human rights messaging. The situation in some African contexts and in the Middle East is very different from, for example, Kosovo, where the national legal framework is fully in line with the international human rights framework and the mission can afford assertive human rights messages. Secondly, the importance of cultural aspects was also highlighted. For example, even if in theory the principles of gender equality and non-discrimination are adhered to, there might still be some cultural resistance with regard to some aspects of women's rights and the rights of minority groups, in particular LGBTQ people. Public communication on sensitive issues, for instance cases of human rights violations by security forces, should be handled with care and the lead role of EU delegations was underlined in relation to politically sensitive issues. Finally, considering that most M/Ops are located in highly sensitive political contexts, it is crucial to work in an integrated manner on human rights messaging with other partners in the theatre, in particular the EU delegation, Member States and the United Nations.



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The focus group also came to the conclusion that in order to strengthen messages on human rights and gender equality and to properly communicate EU values, the messages should go hand in hand with other aspects such as allocating enough resources for human rights and gender work (and not relying only on focal points) and ensuring correct representation of women in M/Ops. It is also important to ensure the accountability of senior managers. It is not enough to train senior managers and ask them to promote human rights and gender equality; commitment to human rights and gender equality must be demonstrated through a concrete track record of actions and messages and included in performance evaluations.

### **Analysis**

In general, M/Ops construct their human rights messages in accordance with the EU's core human rights values and concrete human rights commitments. However, given the difficult operational environment of most M/Ops, and the sensitivity of many human rights issues, communication is always largely dependent on the challenges present in a specific operational area. In order to reduce political risks, it is recommended to align human rights messages with those of likeminded partners present in the field. On the other hand, concrete steps to lead by example, including more active engagement of senior managers, could help to strengthen missions' human rights messages. Finally, some guidance materials on specific issues, and training of mission members, including senior management, would help missions to communicate more effectively on human rights issues.

### **Baseline 15: Number and type of activities and tools related to human rights**

#### **Introduction**

In the context of CSDP M/Ops, the external integration of human rights is demonstrated by the specific human-rights-related activities undertaken and the tools (i.e. guidelines, leaflets, checklists, training and advocacy material) that have been developed and used to promote human rights and facilitate human rights activities. In order to measure external integration, the follow-up baseline study asked CSDP missions/operations to summarise the main priorities of their human rights work, what activities have been undertaken and what tools have been developed in support of these goals. As in 2015, it was difficult to measure the number of human rights activities owing to the very diverse nature of the mandates of M/Ops and because much of the work is continuous in the form of advising.

#### **Baseline**

The common aspects mentioned by all M/Ops are human rights mainstreaming into all lines of operations and providing advice and support to host country institutions (law enforcement, rule of law and justice actors and respective ministries) on human rights. However, in practice, mainstreaming may take very different forms depending on the mission. Some missions mainstream human rights only into training programmes, others go as far as implementing specific human rights projects. Civilian missions' engagements have been primarily focused on supporting the development of national human rights strategies, the inclusion of human rights in national security sector strategies, integrating human rights elements into advice and mentoring and, extensively, human rights training.

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Two missions have developed internal human rights planning documents (Human Rights Strategy in EUAM Iraq and Human Rights Action Plan in EUMM Georgia). Half of civilian missions underlined that they engage with local civil society organisations, from just developing contacts to joint initiatives (for example, a local human rights organisation provides annual context-specific human rights training to EUPOL COPPS mission members). Two missions (EUMM Georgia and EUAM RCA) mentioned initiatives to mark International Human Rights Day on 10 December. Two missions (EULEX Kosovo and EUAM Iraq) underlined that they engaged in specific activities to analyse the COVID-19 pandemic's negative impact on the enjoyment of human rights. Many missions have also thematic activities, for instance EUAM Ukraine works on hate crimes, EUPPOL COPPS works on torture prevention and fair trial, EUCAP Sahel Mali focuses on the fight against impunity and on pre-trial detention conditions, and EULEX Kosovo works on the search for missing persons.

However, only a few missions explicitly touch upon the issue of compliance with international human rights law. EUAM Iraq and EUBAM Rafah make a generic reference, while EUBAM Libya gives a more detailed account of activities undertaken to promote compliance and to mitigate risks associated with support. EUBAM Libya has also developed tools to exercise human rights due diligence.

While most missions indicate that they are mainstreaming human rights into their internal and external activities, few mention the human-rights-based approach (HRBA) as a tool (EUBAM Libya, EULEX Kosovo). The Operational Guidelines on Human Rights Mainstreaming introduce the HRBA as a tool for missions to mainstream human rights.

In terms of tools developed to promote human rights and in support of human rights activities, most missions underline materials developed in support of training (for internal as well as external training) and guidance materials to facilitate human rights mainstreaming (i.e. checklist for human rights monitoring and do-no-harm policy guidance note in EUAM Georgia, project idea form in EUPPOL COPPS). Some missions have developed thematic materials, such as hate crime leaflets by EUAM Ukraine, pre-trial detention guidelines by EUCAP Sahel Mali, and a human rights manual for the Somali Maritime Authority by EUCAP Somalia.

As for the military M/Ops, all of them underline that human rights are fully integrated into their operational and training activities. All M/Ops engage in human-rights-related training (internally as well as externally), which is usually done in conjunction with gender equality training and sometimes includes IHL aspects. Overall, military M/Ops are much less specific when it comes to describing concrete (thematic) activities, tools and materials. Only EUTM Somalia highlights that the mission has developed a gender equality policy and human rights guide. Secondly, military operations in particular underline that their operational activities are conducted in full compliance with human rights principles. EUTM RCA also highlights that they have published articles on their social media platforms.

#### **Analysis**

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As in the previous study, we can conclude that all M/Ops engage with human rights in one way or another and that this engagement varies extensively depending on the resources available as well as the context and the mandate of the mission. One aspect that is common to all M/Ops is that they have adopted the human rights mainstreaming approach and integrate human rights into all lines of operations and activities, with varying degree of success. A second aspect common to all missions/operations is that human rights training is provided internally (at least within the induction training) and externally to national partners, whether as standalone training or integrated modules. In addition, most missions and operations seem to have invested efforts in producing materials to support training. Finally, most M/Ops also engage with the host countries' institutions and actors to provide advice and address human rights aspects in the larger framework of reform of the security and justice sectors.

The human-rights-based approach (comprising non-discrimination, leaving no one behind, participation, accountability and transparency) is not widely adopted as a strategy, unlike in, for example, the EU development cooperation field, where this has become a standard practice. Additionally, the majority of M/Ops promote respect for human rights by the host country partners, but only a few address the issue of human rights risks associated with the security support provided by the mission/operation itself. Finally, as for thematic activities, the picture is diverse. There are missions that engage with several thematic files and implement dedicated projects; others seem to be less proactive. It is clear that the context and mandate vary considerably from mission to mission, but certain aspects of human rights cut across different mandates of M/Ops and might need a more systematic approach. This baseline did not measure the quality of the activities or tools, nor did it indicate how well the activities were integrated with other mission priorities and activities.

In conclusion, the results echo the guidance and instructions currently available for M/Ops, which ask missions to mainstream human rights into their internal and external activities. In 2020 there was no specific guidance available to M/Ops on the application of the human-rights-based approach and on the implementation of human rights due diligence principles in security sector support. There is also no specific guidance available on thematic activities and on what type of human rights M/Ops should promote and address. If some missions are applying the HRBA and exercise due diligence then this is clearly on their own initiative. However, this situation is likely to improve for civilian missions as operational guidelines on human rights mainstreaming and due diligence principles were issued to missions in September 2021.

### **Baseline 16: Number and type of key messages related to gender equality/WPS**

#### **Introduction**

An important indicator for measuring the external integration of gender equality and WPS is how CSDP communicates about them. This includes the main messages on gender issues delivered in key leader engagements, in advising/mentoring situations and in public awareness campaigns. However, the baseline includes not only positive communication on promotion of gender equality/WPS, but also how CSDP M/Ops address problems affecting

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women's rights, such as SGBV (including child and forced marriages, FGM, discriminatory laws, SEA), lack of legislation, lack of host country engagement on gender equality, etc.

### **Baseline**

Messaging on gender equality aspects is in line with the missions/operations' overall engagement on gender equality/WPS and is integrated into missions/operations' general messaging. In terms of numbers, as in the 2015 study, it was not possible to establish a baseline because it is not always easy to define what counts as a gender message.

The majority of senior managers considered promoting gender equality one of their senior management responsibilities. The comparative data demonstrates that the percentage of those managers who engaged on gender equality more than six times per year has increased (57 % in 2020 compared to 40 % in 2015). In addition, senior managers also seem to be slightly more engaged on promoting gender equality compared to human rights (52 % of senior managers had engaged on human rights in 2020).

In the framework of the validation webinar on 8 December 2021, one focus group discussion was dedicated to gender messaging. The results of this focus group discussion highlighted that it is important to strengthen messaging on the EU's core values on gender equality. However, in some cases a more diplomatic and cautious approach must be adopted as the host state might be more advanced on gender aspects compared to the mission/operation or the sending states (particularly in terms of representation and participation of women).

Increasingly, M/Ops are engaged in messaging around important dates such as International Women's Day and the 16 Days Campaign to end violence against women. To make best use of such communication opportunities, it was suggested that coordination with the HQ could be strengthened ahead of such events and that it would also be helpful to receive some press material in advance that could be used in the specific context of the mission. This would be particularly welcome for those M/Ops that are less able to produce their own visual and graphic content. In this regard, it was also mentioned that the PPIO offices should be actively involved and responsible for coordinating missions' communication efforts with the support of human rights and gender advisers.

The focus group discussion also underlined that internal communication on gender is as important as external communication, and M/Ops should use meetings, intranet, emails or any other available means to deliver relevant messages on gender equality.

### **Analysis**

The 2015 study suggested that in order to improve messaging on gender equality, there was a need for better guidance on how gender equality/WPS interacts with core CSDP mandates, how to ensure consistency between leadership and desk-level communication and how to tackle subjects that may complicate CSDP and host country relations. In the present study, the focus group discussion results indicate that support from HQ would facilitate the standardisation of messages around important dates that offer communication opportunities.

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The main challenge highlighted was the fact that communication efforts on gender equality are sometimes compromised by the EU's own failure to lead by example.

### **Baseline 17: Number and type of activities and tools related to gender equality/WPS**

#### **Introduction**

In the context of CSDP, the external integration of gender equality/WPS activities can be measured by identifying what specific relevant activities are undertaken to promote gender equality and WPS (UNSCR 1325) and what tools (i.e. guidelines, checklists, training and advocacy materials) have been developed to facilitate the integration of gender equality/WPS activities. In order to assess activities and tools, the baseline study collected and assessed the number and type of specific gender/WPS activities undertaken in 2020. The follow-up study also measured whether M/Ops engaged with CRSV.

#### **Baseline**

The work on gender equality conducted by civilian missions is more structured and standardised compared to the work on human rights. The fact that operational guidelines on gender mainstreaming have been available to civilian CSDP missions since 2018 has certainly contributed to more uniform approaches. In line with those guidelines, 9 out of 11 civilian missions have developed internal gender action plans and, equally, 9 out of 11 missions have established internal gender focal point networks. About half of civilian missions have also conducted gender analyses, which is a necessary precondition for successful gender mainstreaming. All those tools help to plan, support and keep track of internal and external gender mainstreaming activities.

Within the follow-up baseline study, the majority of civilian missions underlined that their main priority is internal as well as external gender mainstreaming. Most of the missions also highlighted that they contributed to the implementation of the WPS agenda. Half of the missions promoted the participation and representation of women in host country security and justice sectors. Most missions also reported that they supported host country ministries, institutions and security forces by providing advice on gender mainstreaming issues. For instance, EUCAP Somalia works on issues related to women in the maritime sector. About half of civilian missions reported that they worked on SGBV and domestic violence. EUAM Ukraine, for example, is implementing a dedicated project to address domestic violence. EULEX Kosovo is particularly focused on improving access to justice for victims of SGBV. EUPOL COPPS and EUCAP Sahel Mali have supported the establishment of hotlines to report gender-based violence and carried out awareness-raising campaigns.

Military M/Ops, more specifically, highlighted the importance of gender mainstreaming and promoted the integration of a gender perspective into armed forces and operations and the participation of women in the armed forces. They also underlined work on gender equality awareness internally as well as externally, and supporting ministries of defence and armed forces on gender mainstreaming issues. Some (EUTM CAR, EUNAVFOR ATALANTA, and Operation IRINI) also underlined the contact with local civil society and women's rights organisations. Importantly, providing training was considered very important internally as

well as for host country defence forces. On the other hand, military M/Ops did not highlight specifically their work on the WPS agenda or on SGBV.

The main work strands of gender advisers and focal points confirm those priorities (see Fig. 19 under baseline 8). The top four work strands reported were integrating a gender perspective (75 % of respondents), advising senior management (70 %), developing training materials and conducting training (65 %) and gender analysis (65 %).

The majority of M/Ops mark International Women's Day on 8 March and International Day for the Elimination of Violence against Women on 25 November followed by the 16 Days of Activism campaign. In 2020, all civilian missions also participated in a visibility campaign coordinated by headquarters to celebrate the 20th anniversary of UNSC Resolution 1325 on 30 October. Within this campaign, all missions produced news stories distributed via social media platforms, developed visibility materials and organised events to mark the anniversary.

Half of M/Ops reported that they engaged in CRSV-related activities in 2020. All EUTMs (Mali, Somalia, and CAR) and all EUCAPs (Niger, Mali and Somalia) reported that they provided training to security and defence forces that included CRSV as one of the topics covered. Two missions (EUBAM Libya and EUTM Somalia) mentioned that they attended UN-coordinated MARA<sup>25</sup> meetings. EULEX Kosovo, which in the past also worked proactively to enhance local counterparts' capacity to investigate and prosecute CRSV cases, keeps within its new mandate, supporting through donations the work of the Commission for the Verification and Recognition of the Status of Survivors of Conflict-Related Sexual Violence. Although EUTM Somalia also referred to advising and mentoring activities in this context, the majority of military missions limit themselves to training on CRSV.

In terms of materials and tools, the majority of civilian missions had developed training materials in support of gender equality/WPS training for internal as well as external use. Several missions also highlighted materials and tools developed to facilitate gender mainstreaming by other mission members. For instance, EUAM Iraq has developed an SOP on gender mainstreaming, and EUBAM Libya has developed unit-specific gender analyses, action plans and lines to take. EUMM Georgia has developed gender checklists for thematic teams as well as for reporting and analysis, along with a tip sheet on gender-inclusive language. Two missions (EUBAM Libya and EUMM Georgia) also produced special reports on gender mainstreaming in 2020 that were distributed to Member States. Some missions also highlighted awareness-raising materials that they had developed on prevention of gender-based violence and on other gender equality issues.

As for military M/Ops, most commonly M/Ops referred to the development of training materials and information-related products (EUNAVFOR ATALANTA, Operation IRINI,

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<sup>25</sup> Established by UNSC Resolution 1960, the monitoring, analysis and reporting arrangements (MARA) on conflict-related sexual violence, including rape in situations of armed conflict, post-conflict and other situations of concern, aim to ensure the systematic gathering of timely, accurate, reliable and objective information on conflict-related sexual violence. MARA draws on information gathered from a variety of sources, including local government authorities and institutions, health and psychosocial service providers, UN civilian, police and military peacekeeping presences, UN country team actors, local and international non-governmental organisations (NGOs), civil society organisations, religious institutions and faith-based networks.

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and EUTM CAR) distributed via M/Ops websites and social media to draw attention to gender equality issues. Two operations have developed internal guidance documents. For instance, EUFOR ALTHEA has a gender awareness action plan and SOP, and Operation IRINI has a gender action plan and an SOP on gender functional reporting.

### **Analysis**

In comparison to the 2015/2016 baseline study results, there has been a tangible positive evolution when it comes to the level of engagement and the types of activities undertaken by M/Ops, which have become much more standardised and rooted. In 2015/2016, the only common work strand on gender equality/WPS was the provision of internal and external training. In 2020, however, the findings show that gender mainstreaming at all levels has taken effect in most civilian missions. As already mentioned, this is certainly partly due to availability of centralised tools and resources.

EUMM Georgia, EUBAM Libya, EUAM Iraq, EUPOL COPPS, EUAM Ukraine and EULEX Kosovo have developed some advanced tools and mechanisms for internal as well as external gender mainstreaming. EUBAM Libya and EUAM Ukraine have also started to implement gender-responsive strategies and leadership approaches. Missions deployed to sub-Saharan Africa, however, seem to be less advanced in terms of gender mainstreaming; this can certainly be explained in part by much more pronounced gender inequality in those countries and lack of representation of women in host country institutions.

Preventing and addressing CRSV is part of the larger UN WPS agenda and relates specifically to the protection pillar. The term ‘conflict-related sexual violence’ refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, forced sterilisation, forced marriage, and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict. Unlike the UN, which has established a well-functioning system to address this specific area of the WPS agenda, the EU has not developed any specific guidelines on CRSV and missions/operations are expected to address it within their gender mainstreaming activities. Half of the missions responded that they addressed CRSV, the majority of them by including this topic in their gender mainstreaming training.

### **Baseline 18: Number and type of human rights initiatives in CSDP partnerships, including with the UN, NATO, host states and civil society**

#### **Introduction**

CSDP M/Ops are deployed in increasingly complex crisis, conflict and security environments alongside many other actors. In this context, partnerships with other international and local actors and with host governments are crucial to the success of CSDP action. EU norms, values and key policies also guide these partnerships. As was the case in 2015/2016, it was difficult to establish the number of human rights activities undertaken with partners, as the partnerships tend to be process-oriented rather than focusing on concrete activities. To create a baseline to measure the extent to which human rights are integrated into CSDP



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partnerships, the study asked human rights and gender advisers to list their main partners and describe the nature of the partnership and the type of activities conducted.

### Baseline

At headquarter level the main international partner for CSDP human rights work has been the UN and more specifically the OHCHR. In 2020, ISPD organised two information-sharing sessions on the implementation of the UN human rights due diligence policy in cooperation with the UN peacekeeping missions in Mali and Somalia.

With regard to M/Ops, in 2020 the top three partners remained the same as in 2015, namely the UN, other EU actors present in the theatre (delegations or institutions) and the host government. What has changed, however, is the intensity of the cooperation with those partners, which has increased considerably. For instance, in the follow-up study 93 % of the advisers responded that they cooperated with the UN, compared to 67 % in 2015. Similar trends can be observed as regards cooperation with other EU actors and the host government. As for civil society, cooperation with local civil society has remained almost the same (50 % of respondents in 2015 and 52 % in 2020); however, partnerships with international civil society organisations increased from 39 % in 2015 to 52 % in 2020. The results also indicate that partnerships with some actors have decreased, in particular the African Union (in the follow-up study only 3 % of respondents said they cooperated with the AU, compared to 8 % in 2015) and diplomatic missions (24 % in 2020 compared to 33 % in 2015).

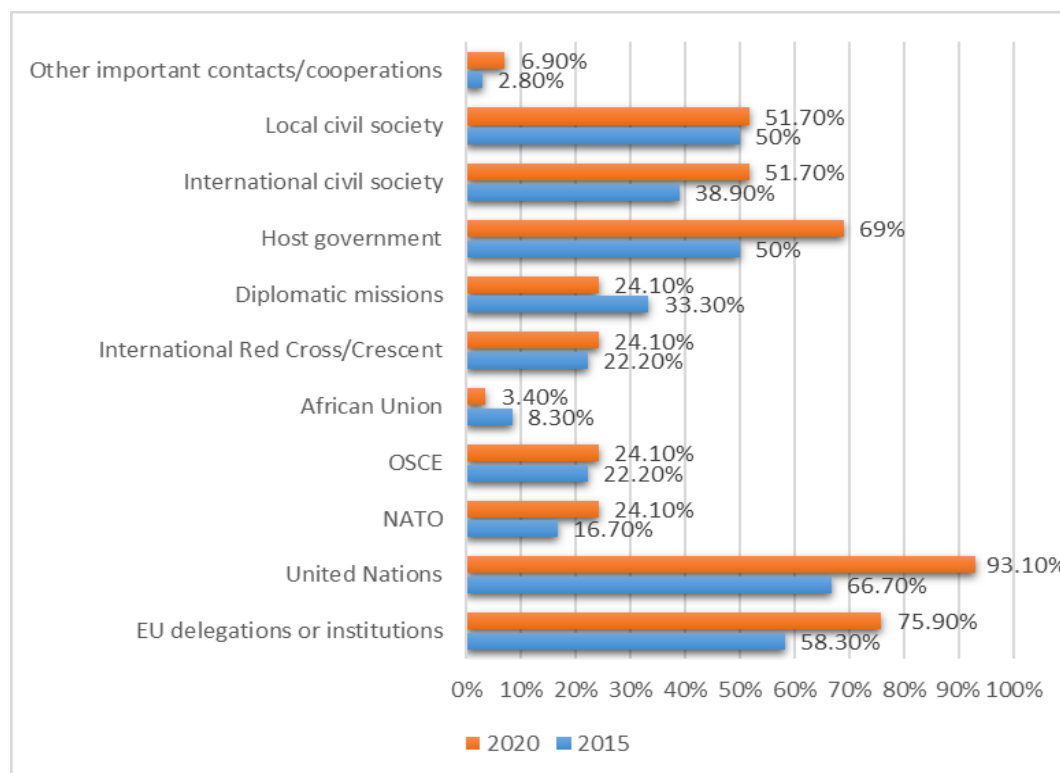


Figure 23. Main partnerships as identified by CSDP human rights and gender advisers and focal points in 2015 and 2020



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The organisations and partners that were mentioned by human rights and gender advisers and focal points in relation to the implementation of human rights activities were very diverse, a sign that CSDP M/Ops are actively reaching out and engaging with multiple partners. The majority mentioned the UN in its various formats, from missions to specialised agencies such as OHCHR, UNODC, and UN Women. About 60 % of missions mentioned cooperation with national ministries and their dependent institutions, such as police, forensics, defence forces, justice actors, ombudsmen, maritime and border authorities and corrections. About a third of respondents cooperated on human rights with EU delegations, EU Member States and other diplomatic missions including the UK, Canada, Australia and the USA. About a third also cooperated with national human rights institutions and local human rights NGOs. As regards other international organisations, ICRC was mentioned five times, IOM twice, the Council of Europe twice, NATO once, IDLO once, ICC once and the International Court of Justice once. International cooperation agencies such as GIZ, Swiss Cooperation, USAID, the FBA and the Danish Institute for Human Rights were also mentioned. Other international NGOs mentioned included DCAF (three times), Human Rights Watch, the Max Planck Institute, DDG/DRC, Lawyers without Borders, and Whispering Bell. Cooperation with other CSDP M/Ops was also mentioned several times.

Partnerships with international organisations tend to focus on coordination, information sharing and reducing duplication of activities. On some occasions joint projects and activities such as training are organised. Partnerships with national governments focus on providing advice, capacity building and support and on actual cooperation in the form of implementing projects. Partnerships with international and local civil society organisations – including human rights defenders and women’s rights groups – focus on civil society consultations and sometimes on joint training and projects.

#### **Analysis**

The results show several positive trends. EU and UN missions operate side by side in several conflict theatres (Mali, Somalia, CAR, Iraq, Libya and Kosovo) and even if the UN is not present with a peacekeeping mission or operation, it is still present via programmes, funds and agencies, which often work with the same actors as EU M/Ops. For this reason, cooperation and coordination with the UN is of the utmost importance. Over 90 % of human rights and gender advisers responded in the follow-up study that they cooperated with the UN, showing that our M/Ops attribute great importance to this cooperation. Additionally, institutional efforts to formalise the cooperation between the two organisations by agreeing the UN-EU Strategic Partnership on Peace Operations and Crisis Management in 2018 have certainly contributed to the increased cooperation in the field of human rights, which is identified as a cross-cutting priority for the strategic partnership.

Another positive development is the growing cooperation with other EU actors such as delegations and institutions. The EU has a number of tools and mechanisms available that can be jointly mobilised to prevent, resolve and manage conflicts and crises. To ensure that different tools and mechanisms operate in harmony and in a complementary manner, the EU Global Strategy introduced an integrated approach to external conflicts and crises. The fact

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that CSDP M/Ops, as well as the structures at HQ, cooperate more with EU institutions and other structures is a sign that the integrated approach is taking root.

Interestingly, while nine M/Ops out of 17 were located in Africa in 2020, cooperation with the African Union is almost inexistent. One of the explanations could be that there is no formal cooperation format between the EU and the AU. However, the reasons for the lack of cooperation with the AU should be explored further. The levels of cooperation with other international and regional organisations correlate with their specificity or regional presence. Only a few EU missions are located in countries where the OSCE is present (Ukraine, Georgia, Kosovo); in those missions there is regular coordination with the OSCE as the OSCE missions have a strong focus on human rights issues. NATO presence is of a military nature and can only cooperate with EU military operations or in common operational theatres such as Iraq and Kosovo. The ICRC, meanwhile, has a very specific mandate to promote IHL, which falls outside the mandate of most EU civilian missions.

### **Baseline 19: Number and type of engagements with human rights defenders in the host country**

#### **Introduction**

If CSDP M/Ops are to be effective in working on human rights, it is important to be in contact with local human rights organisations and human rights defenders, including women's rights defenders. This has been a requirement since the adoption of the EU Guidelines on Human Rights Defenders and the EU Action Plan on Human Rights and Democracy in 2012 and was reiterated in the most recent action plan (2020-2024), although the requirement to interact with civil society is less explicit. For this baseline, the study measured the type of engagements and activities with human rights defenders and women's rights defenders, and the level of engagement.

#### **Baseline**

The vast majority of M/Ops engage regularly with human rights defenders, including women's rights defenders. The nature of this engagement is predominantly consultative, with the purpose being to share information and raise awareness. Missions also reported that they cooperated and coordinated with human rights defenders, but did not involve them directly in the implementation of missions' operational activities. A number of missions (EUBAM Libya, Operation IRINI, EUMM Georgia) mentioned the organisation of roundtable discussions with civil society organisations.

Missions that have trust-building included in their mandates also rely on the presence of civil society advisers (EUCAP Sahel Mali, EUCAP Sahel Niger, EUAM Ukraine and EUAM Iraq) and have a more structured approach to work with civil society organisations, having facilitated the establishment of platforms between representatives of security forces and civil society. The main purpose of those platforms is to facilitate trust-building between the population and security forces.

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Only one mission reported an activity that specifically addresses the protection of human rights and women's rights defenders. EUMM Georgia facilitated discussions in the conflict resolution and mediation format (Ergneti Incident Prevention and Response Mechanism) on issues pertaining to the protection and rights of women's rights and human rights defenders.

Military M/Ops, however, referred more often to institutional human rights representatives such as human rights contact persons within the forces or ministries.

CSDP services in Brussels occasionally collaborate with the European Peace Liaison Office (EPLO), a network for European peacebuilding NGOs. EPLO supports the organisation of civil society consultations as part of policy development and strategic review processes. However, CSDP services' engagement with EPLO and civil society continues to be on an ad hoc basis.

The question on the level of engagement with human rights defenders was formulated differently in 2015 and 2020; consequently, the data is not immediately comparable. However, what we can observe is that the majority of engagements with human rights defenders happened at the level of human rights and gender advisers in both 2015 and 2020. In 2020, as many as 95 % of the activities involved human rights and gender advisers, and 60 % of activities involved senior management and/or operational experts.

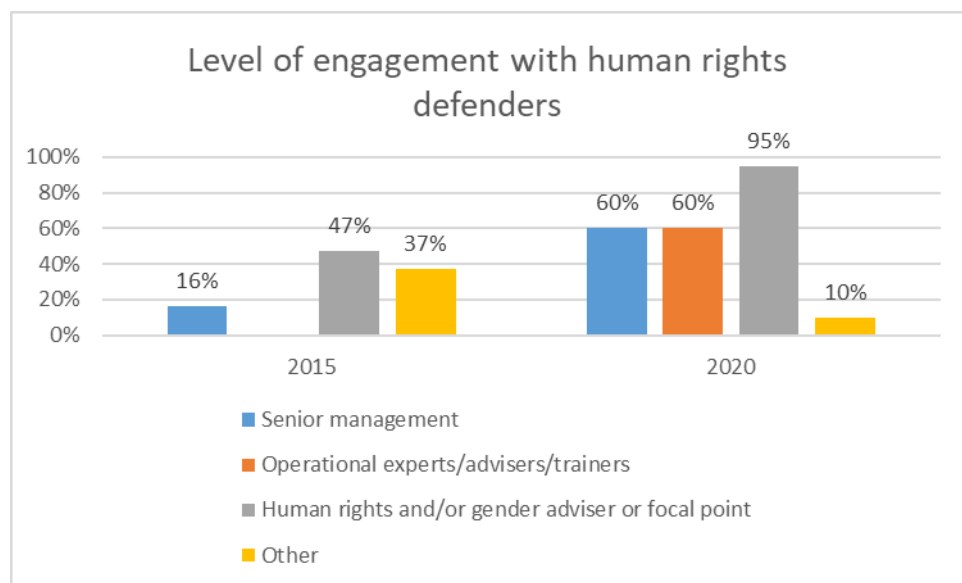


Figure 24: Level of engagement with women's rights and human rights defenders in 2015 and 2020 (more options were possible in 2020)

### Analysis

Advising and supporting security forces and justice institutions, especially in conflict and post-conflict situations, demands in-depth understanding of how the security forces operate and how the local population perceives them. Engagement with civil society is crucial to get information on this and the study confirms that M/Ops are aware of the importance of interacting with civil society. As in 2015, M/Ops engaged with civil society organisations

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primarily for the purposes of consultation, coordination and cooperation. The study also shows that engagement with civil society did not involve the implementation of operational activities, nor did missions provide support to or strengthen the capacities of local civil society organisations working on human rights and women's rights. Only one mission was involved in an activity that aimed to protect human rights defenders.

This type of dynamic is in line with the typical mandates of CSDP M/Ops that aim to build the capacity of security, defence and justice actors, and not civil society actors. The two most common entry points for CSDP missions' and operations' engagement with civil society organisations are human rights and gender advisers and dedicated civil society advisers, where they exist. Human rights and gender advisers usually consult with human rights and women's rights organisations; civil society advisers normally include a wider array of organisations dealing with peace, security, human rights and women's rights.

Despite the constraints in the mandates, there is room for increased attention to civil society. One of the avenues could be greater focus on the protection of human rights and women's rights defenders. It has been widely acknowledged in recent years that the civic space is shrinking everywhere in the world and that human rights and women's rights defenders face threats to their safety and security and are at risk of persecution. Missions could address this issue with security and justice actors and look for ways to better protect human rights defenders in the host country. In this way, missions could also contribute in more concrete terms to the implementation of the EU Guidelines on Human Rights Defenders.

Secondly, some missions (for instance, EUCAP Sahel Mali) have already started to implement projects to enhance cooperation and collaboration between security forces and women's rights organisations to improve the handling of SGBV cases by security and justice actors. This work could be systematised and replicated in other missions, where relevant.

Finally, while the CSDP institutions in Brussels and M/Ops increasingly engage with civil society, multilateral organisations, governments and especially internal and external security forces remain the main counterparts for CSDP, both in Brussels and in the field. There is a recognition that civil society organisations can offer useful perspectives to missions; however, engagement with civil society could be further developed and capitalised on. In recognition of this, the CPCC commenced work on operational guidelines for engagement with civil society in December 2021.

### **Baseline 20: Number and type of gender equality/WPS initiatives in CSDP partnerships, especially in the host country, with multilateral organisations and civil society**

#### **Introduction**

CSDP operates in an increasingly complex global security environment and partnerships with other international actors and with the host governments are crucial to its success, and for stabilising crisis and conflict situations. At HQ, the EU has strengthened its partnerships with

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the UN, NATO and the AU. WPS was included as the first priority area of cooperation within the UN-EU Strategic Partnership on Peace Operations and Crisis Management 2019-2021.

### **Baseline**

At headquarters the main partners for gender equality/WPS are the UN, NATO, EU Member States and, to a lesser extent, the AU and the OSCE. Several activities have been undertaken in the framework of the UN-EU Strategic Partnership on Peace Operations and Crisis Management. For instance, a mapping exercise was conducted in 2019 to assess the level of cooperation between EU and UN M/Ops in the field. A joint EU-UN workshop on the topic 'Promoting women's meaningful participation in peace operations, crisis management and peace processes: enabling factors and good practices' was held in Brussels in November 2019. However, due to the pandemic situation no high-level activities were organised centrally within this partnership in 2020.

The second Joint Declaration on EU-NATO cooperation, signed in 2018, identified the promotion of the WPS agenda as one of the areas of cooperation. In 2020, the EU and NATO continued to cooperate within this framework, and many interactions between the two organisations took place in informal as well as more formal settings.

The EU is also one of the members of the Regional Acceleration of Resolution 1325 (RAR 1325) initiative established in 2016, alongside the UN, NATO and the AU. The OSCE is an observer. RAR 1325 serves as a platform to strengthen connectivity and cooperation between gender practitioners at all levels and share best practices and lessons learned. In accordance with the terms of reference agreed in 2019, technical-level meetings should take place annually; however, no meeting was held in 2020.

Activities with the EU Member States are coordinated by the EU Task Force on WPS and facilitated by the Office of the Principal Adviser on Gender and WPS at the European External Action Service<sup>26</sup>.

In 2020, the main partners identified by human rights and gender advisers and focal points were the UN, the EU (delegations, institutions and other CSDP structures) and the host government (see Fig. 23 under baseline 18). National and international partners are very similar to those described under baseline 18. However, in addition it can be highlighted that most M/Ops also singled out their cooperation with UN Women and several missions also cooperated with ministries responsible for women's and children's issues in host countries. Three missions (EULEX Kosovo, EUMM Georgia and EUCAP Sahel Mali) participated in UN Women-led thematic groups on gender, which usually integrate all international partners active in promoting and supporting gender equality and WPS in a host country, together with national institutions. UNFPA, which is the lead UN agency working on gender-based violence, was mentioned twice.

### **Analysis**

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<sup>26</sup> Since 2021, Adviser to the Secretary-General on Gender and Diversity.

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Compared to 2015, cooperation on gender equality/WPS with other international actors has become more institutionalised at HQ (partnerships with UN and NATO) and M/Ops are clearly more actively cooperating and coordinating with relevant national and international actors working on gender equality and WPS (ministries, international organisations and civil society). As per their mandates, most M/Ops are supporting national actors (police, defence forces, border authorities, etc.) with gender mainstreaming. Almost all EU M/Ops located in the same operational theatres as UN peacekeeping missions (Libya, Mali, CAR, Somalia, Iraq and Kosovo) reported that they cooperated with their sister UN missions. This is a good basis for taking forward the first priority area within the UN-EU Strategic Partnership 2022-2024. However, cooperation with UNFPA and the African Union seems to be less common.

### **Baseline 21: Number and type of engagements to promote meaningful participation and increased representation of women in decision-making positions and in justice and security sectors in the host government's institutions**

#### **Introduction**

Women's participation is one of the four key pillars of UNSCR 1325 and its follow-up resolutions. Since the adoption of UNSCR 2122 in 2013, the concept of meaningful participation has been used to ensure that women are not just faces and figures but are genuinely able to engage with and influence processes related to peace and security. Women's participation and making sure that women's opinions matter are important for building sustainable peace, and also for ensuring that new or reformed government and security institutions take women's experiences of security – and insecurity – into consideration. It is therefore important that CSDP M/Ops include and consult women, together with efforts to promote the meaningful participation of women.

#### **Baseline**

M/Ops were asked to estimate approximately how many of all key local interlocutors of the mission/operation (government officials, representatives of national security and justice services, civil society, etc.) were women.

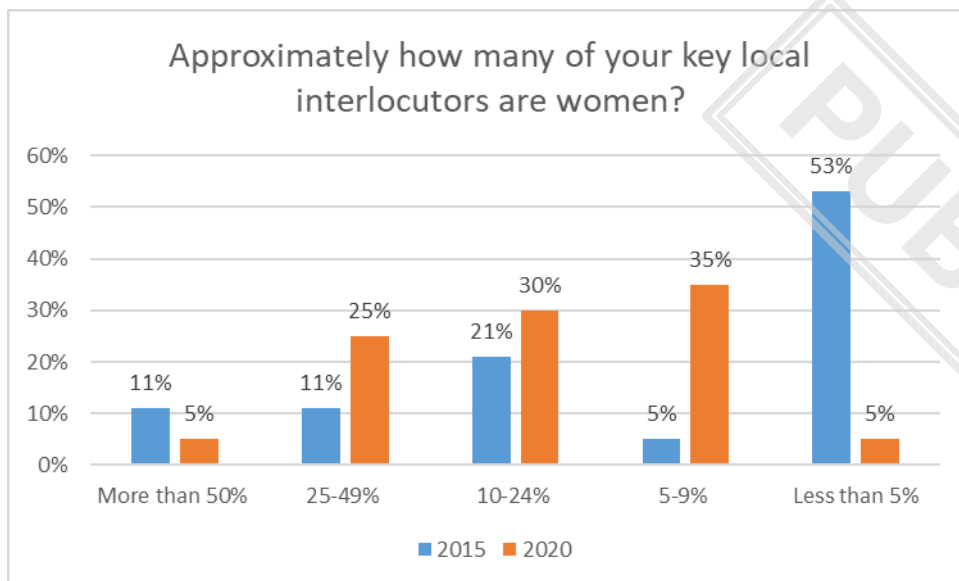


Figure 25. Approximate percentage of women among missions' and operations' key national interlocutors in 2015 and 2020 (Questionnaire 1)

The results show that whereas in 2015 more than 50 % of all M/Ops estimated that less than 5 % of their national interlocutors were women, in 2020 only 5 % estimated that the representation of women among M/Op key interlocutors was that low.

In 2020, 40 % of M/Ops estimated that less than 10 % of their key national interlocutors were women, compared to 58 % of M/Ops in 2015.

In 2020, 70 % of M/Ops estimated that less than a quarter of their key national interlocutors were women, compared to 79 % of M/Ops in 2015.

In 2020, 30 % of M/Ops estimated that more than 25 % of their key national interlocutors were women, compared to 22 % of M/Ops in 2015.

The follow-up baseline study also asked how M/Ops promoted meaningful participation of women, whether they had any specific activities to promote and support women in leadership roles and whether they had conducted any activities on gender-responsive leadership.

Most M/Ops promote the participation of women within the institutions that fall within their mandates. It is very positive that a number of missions have initiated and supported long-term processes instead of one-off activities. The following are a few examples of those engagements:

- EULEX Kosovo helped to set up the Kosovo Correctional Service Women's Association back in 2018 and continued to engage with the association during 2020, facilitating professional development workshops with a special focus on the representation of women at decision-making level.
- EUAM Ukraine conducted an assessment of the current situation and needs within the Ukrainian law enforcement and security agencies as regards the role and position of



female officers, as well as the state of play regarding internal rules and SOPs. This needs assessment will be followed by a project that will address the gaps identified.

- EUPOL COPPS helped to launch and maintain a female lawyers' network within the Palestinian Bar Association (PBA), with the aim of promoting women's participation and helping women to have a better chance of becoming members of the board of the PBA.
- EUBAM Rafah is working on a women's empowerment project aimed at addressing a group of female mid-level employees at the Palestinian General Administration for Borders and Crossings and creating a targeted development plan to help women be promoted to senior level.
- EUCAP Somalia supported the Interpol National Central Bureau in the revision of its recruitment policies and practices, which has led to an increased number of women being recruited. The Women in Maritime initiative aims to increase the number of women working in leadership positions in the maritime sector.
- In late 2020, EUBAM Libya began designing small-scale projects for the new mandate period (July 2021 – June 2023) to provide support to the Women's Affairs Offices of the Ministry of the Interior and Ministry of Justice, and to provide the two ministries with support to develop strategic gender action plans.

Activities on gender-responsive leadership are less embedded and only two missions mentioned concrete activities in this regard. EUAM Ukraine organised jointly with the FBA a workshop on strategic gender-responsive leadership for the management of the Ministry of Internal Affairs. Within the 'train the trainers' courses to initiate the Somali-Owned Training System (SOTS) and in collaboration with Darwish police units, ICRC and other UN organisations, EUTM Somalia promoted gender-responsive leadership as part of the SOTS.

### **Analysis**

The estimated representation of women among missions' and operations' key national interlocutors has increased slightly compared to 2015, but remains relatively low (40 % of M/Ops estimated that the share of women among their key interlocutors was less than 10 %). In correlation with low percentages of women among M/Ops personnel, the CSDP world continues to be largely a male-dominated field of activity, as was the case in 2015/2016. In this context, it is still difficult to ensure that women's voices and concerns are sufficiently heard and considered. On the other hand, it is very encouraging that many missions have initiated and supported long-term processes to promote the participation of women in host country institutions. The concept of gender-responsive leadership that has been introduced with the GAP III still needs wider promotion and implementation within the CSDP.

### **Integration of children's rights, child protection, CAAC**

#### **Introduction**

This study included some specific questions on the inclusion of children's rights and concerns and the CAAC agenda in the activities of CSDP M/Ops. The EU is committed to the promotion of children's rights and the CAAC agenda and has dedicated guidelines and

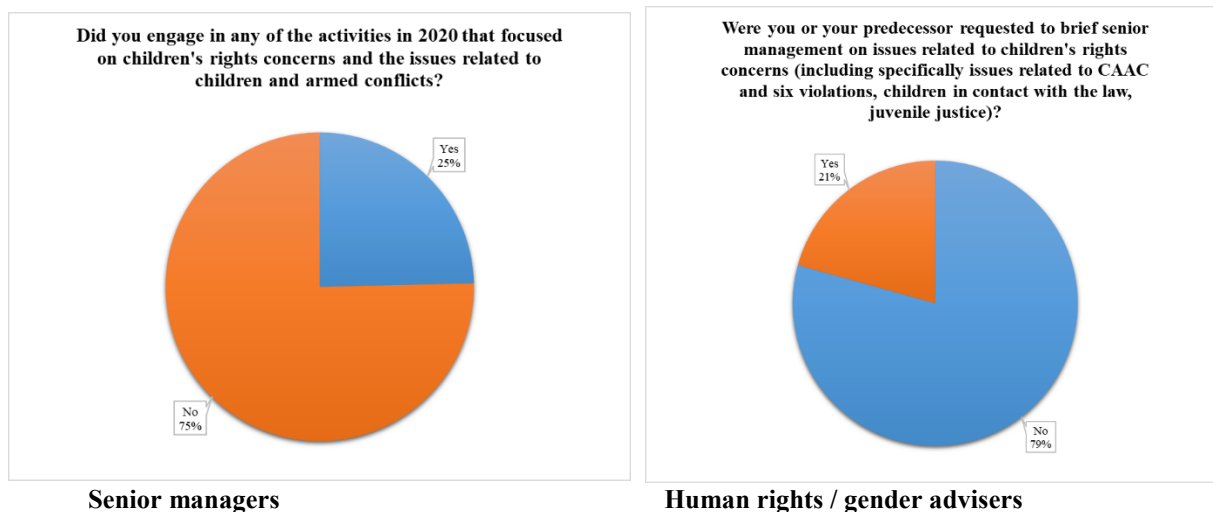


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strategies in place for the implementation of those commitments. The purpose of the inclusion of the additional questions is to have a clear overview and understanding of the level of CSDP missions' and operations' engagement and activities on children's rights and the CAAC agenda.

### Baseline

61 % of M/Ops responded that in 2020 they had engaged in activities related to children's rights (including specifically CAAC and the six grave violations of children's rights, children in contact with the law, juvenile justice and child protection). The percentage was slightly higher for military M/Ops (67 %) compared to civilian missions (58 %). 25 % of senior managers responded that in 2020 they had engaged in one or more of the activities focused on children's rights, including on CAAC, and 21 % of human rights and gender advisers and focal points responded that they were asked to brief senior management on children's rights concerns.



In terms of activities, for civilian missions the most common form of engagement was related to the promotion of juvenile justice systems and the rights of children in contact with the law. The following are some examples:

- EULEX Kosovo: the mission's Case Monitoring Unit monitored and reported on judicial cases involving children as either defendants, victims or witnesses. The mission's Correction Unit continued to monitor and advise the correctional authorities of Kosovo in charge of juvenile educational/correctional institutions for children in contact with the law.
- EUAM Ukraine: the mission started an initiative on questioning of children in conflict with the law and as victims or witnesses of crime, with the aim of introducing a child-friendly attitude towards children among law enforcement agencies. The mission was also working on establishing special rooms for questioning of children in three regions of Ukraine.

- EUPOL COPPS: the mission conducted a quick-impact project in the area of juvenile justice, which consisted of training of trainers and four workshops on the application of the Juvenile Protection Law in a child-friendly manner, targeting judges, prosecutors, police officers working with juveniles, and child protection officers at the Ministry of Security and Defence. The aim was to foster cooperation among various actors and to ensure that the best interests of the child remain the paramount consideration throughout.

Whereas all civilian missions based in Europe and in the Middle East (with the exception of EUBAM Rafah) reported on activities related to children's rights, missions in Africa did not report on any such engagement in the course of 2020. However, RACC mentioned that they had included children's rights issues in their reporting activities and EUAM RCA mentioned the preparation of a training activity, which had to be cancelled due to insecurity in the country.

All three EUTMs (Somalia, Mali and CAR) reported that children's rights issues are included in their external training activities (separately or within IHL and gender training, as is the case in Mali). EUNAVFOR ATALANTA and EUTM Mali also trained their own personnel on children's rights.

Finally, none of the M/Ops mentioned specifically any engagement with the CAAC agenda. EUMM Georgia, however, continued to monitor and report on the challenges faced by conflict-affected children living in the breakaway regions of South Ossetia and Abkhazia (including barriers to access to education in their native language and restrictions of freedom of movement).

### **Analysis**

Over 60 % of M/Ops reported on their engagement with children's rights and about a quarter of senior managers reported that they had engaged on children's rights. Most commonly, civilian missions included children's rights aspects within their mandated activities, in particular EUMM Georgia, EULEX Kosovo and RACC. A few missions are implementing dedicated activities to promote child-friendly justice systems, such as EUAM Ukraine and EUPOL COPPS. Military M/Ops are approaching children's rights aspects primarily through the angle of training. Civilian missions in Africa, on the other hand, have very limited engagement with this topic. The findings also indicate that despite the existence of dedicated guidance and policy documents, EU M/Ops are not particularly involved in the promotion and implementation of the CAAC agenda.

The Council of the EU has adopted three documents on CAAC that also apply to CSDP M/Ops: the Checklist for the Integration of the Protection of Children affected by Armed Conflict into ESDP Operations (2006), the EU Guidelines on Children and Armed Conflict (2008) and the Revised Implementation Strategy of the EU Guidelines on Children and Armed Conflict (2010). Additionally, the EU adopts every year a list of priority countries with regard to children and armed conflict, in line with the listing in the annexes to the UN Secretary-General's annual report on CAAC. In 2020, the following countries were on the

EU list: Iraq, Israel/OPT, Central African Republic<sup>27</sup>, Libya, Mali and Somalia. None of the EU M/Ops located in those countries reported any specific engagement on CAAC.

In conclusion, most CSDP M/Ops are not actively promoting and implementing the CAAC agenda at present. This could be explained by a number of factors: mandates not specifically referring to CAAC, lack of expertise and resources, guidance, prioritisation, etc. However, considering the EU's overall commitment to promoting protection of children and the CAAC agenda in its external action, it is worth reflecting on how CSDP M/Ops could more actively contribute to the implementation of this commitment.

### **Integration of international humanitarian law and protection of civilians**

#### **Introduction**

Promotion of IHL and the protection of civilians (PoC) are cross-cutting issues which are directly or indirectly relevant to all CSDP M/Ops. The 2009 EU Guidelines on the Promotion of Compliance with International Humanitarian Law underline the important role of EU crisis-management M/Ops in promoting IHL. The EU adopted a revised Concept on Protection of Civilians in EU-led Military Operations<sup>28</sup> in 2015. In November 2020, within the framework of the presentation of the annual report on IHL, the Political and Security Committee adopted a series of recommendations, including on the systematic inclusion of IHL in the mandates and planning documents of CSDP M/Ops. The aim of this section is to provide an overview of how M/Ops are currently engaged in the implementation of those commitments, the level of engagement and the type of activities carried out.

#### **Baseline**

44 % of the M/Ops responded that they had engaged in activities to promote IHL and PoC in 2020. The percentage was slightly higher for military M/Ops (50 %) compared to civilian missions (42 %).

38 % of senior managers responded that they had engaged in activities that focused on the promotion of IHL and/or PoC in 2020. The percentage was slightly higher for military managers (41 %) compared to civilian managers (37 %).

However, only 21 % of human rights and gender advisers were asked to brief senior management on IHL and PoC in 2020.

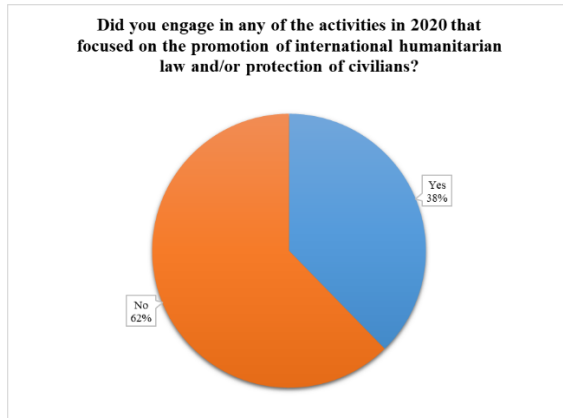
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<sup>27</sup> However, CAAC is specifically mentioned in the annex to the OPLAN of EUAM RCA.

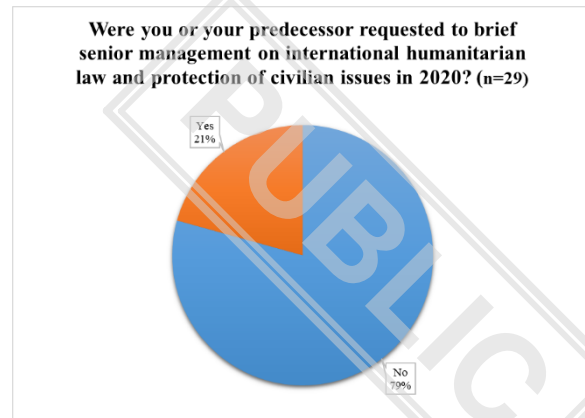
<sup>28</sup> Document reference: EEAS 00351/6/14 REV 6.

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## Limited



Senior managers



Human rights / gender advisers

In terms of activities, military operations reported no engagement with the promotion of IHL and PoC. Military training missions, however, reported having conducted training activities on IHL and PoC; EUTM RCA mentioned that such training activities were conducted in collaboration with the ICRC and the OCHA. Whereas most civilian missions do not engage with IHL and PoC issues, some of them are involved in very specific activities in connection with their mandates:

- EULEX Kosovo monitors through its Case Monitoring Unit cases of war crimes, in particular how the investigation authorities are handling these cases. The mission is also supporting the Kosovo police with regard to setting up a database to store, analyse and process information related to war crimes and other conflict-related crimes.
- EUMM Georgia's mandate explicitly includes monitoring and reporting on the situation pertaining to the stabilisation process, centred on full compliance with the six-point agreement. In this context, EUMM Georgia monitored issues affecting the human security of the conflict-affected population, and reported in the framework of the Geneva International Discussions. EUMM Georgia also maintained close dialogue and coordination with the ICRC on a number of issues, including missing persons.
- RACC was involved in the preparation of pre-deployment training for new G5 Sahel Joint Force HQ staff, in Mali, which fully included IHL components that were provided by OHCHR staff from the compliance framework programme financed by the EU. Secondly, as a follow-up to the 2019 G5 Sahel workshop on legalisation of military operations, a training course including IHL was designed by G5 Sahel and OHCHR (compliance framework) in collaboration with RACC.
- EUBAM Libya touches upon IHL issues indirectly through its capacity-building workshops on forensics (which have included forensics specific to mass graves, where civilians have been found) and through its international technical coordination working group meetings on forensics. The ICRC participates in these meetings.
- EUCAP Sahel Niger mentioned that they have prepared training modules on IHL; EUAM Iraq addresses IHL issues in connection with PoC and Internally Displaced People (IDP) related concerns.

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### **Analysis**

In general, M/Ops are not very actively engaged in the promotion of IHL and PoC. Several civilian missions also highlighted that IHL is not in their mandate and for this reason they do not engage on it at all. On the other hand, a few missions, as highlighted above, are engaged in very specific activities related to IHL (in particular monitoring).

44 % of M/Ops reported that they had engaged in activities to promote IHL and PoC and 38 % of senior managers answered that they had engaged on IHL/PoC issues. However, only 21 % of human rights and gender advisers were asked to brief senior managers on this topic. This low percentage may, however, be explained by the fact that other experts are asked to provide those briefings, for instance legal advisers.

Furthermore, several missions also reported that they cooperated and collaborated with other actors, in particular the ICRC, but in some cases also with the OHCHR and the OCHA. It is positive that missions reach out to other organisations that have dedicated expertise on IHL and PoC.

EUTMs include IHL and PoC in their training activities. Military operations, on the other hand, remained silent with regard to IHL and PoC engagement, despite the existence of the Concept on Protection of Civilians in EU-led Military Operations, which aims to provide guidelines for greater integration of PoC factors in all phases of EU-led military operations and to contribute to achieving coherence and synergy of action in the field.

### **2.3 Conclusion and main findings**

The follow-up baseline study clearly demonstrates that there has been significant progress in institutionalising human rights and gender mainstreaming in CSDP in the five years since the initial study. A key recommendation of the first baseline study was to increase resources and capacity. The study clearly highlights the link between the investment in resources and the level of progress. The Adoption of Civilian Operations Commander's Operational Guidelines on Gender Mainstreaming in 2018, establishing of gender focal point networks in nearly all civilian missions as well as more systematic training on gender and human rights mainstreaming have significantly contributed to this progress. In conclusion, as more resources have been made available to civilian CSDP, the progress has been faster. However, as no additional gender expertise has been made available to military HQ structures (EUMS, MPCC, OHQs) and there are several challenges with regard to filling existing positions in military M/Ops, progress there has been slower.

Still, efforts must continue to ensure that human rights and a gender perspective is systematically considered in each phase of planning and conduct of M/Ops and to link human rights and gender objectives better to M/Ops' overall objectives. The ultimate goal of CSDP M/Ops is to facilitate the establishment of accountable national security, justice and defence institutions capable and willing to protect and defend its own people without any discrimination. Human rights and gender mainstreaming helps to achieve these overall objectives by bringing in the human dimension to the security, justice and defence sectors and therefore increases the EU's crisis management effectiveness and impact. Efforts need to

continue to place human rights and gender equality at the core rather than at the margins of missions' and operations' activities and operations.

Finally, although initial steps were taken, it is necessary that M/Ops systematically and consistently carry out human rights and international humanitarian law risk assessments to ensure that missions and operations' own activities comply with the EU's obligations under international law. Ensuring human rights compliance by the EU itself goes hand in hand with promoting the respect for human rights and IHL by host country actors.

### **Internal integration**

- 1. Planning case studies.** The 'Suggestions for crisis management procedures'<sup>29</sup> from 2013 include references to human rights and gender equality, and 2008 policy on Mainstreaming Human Rights and Gender into CFSP<sup>30</sup> and 2012 policy on WPS in CSDP<sup>31</sup> state that human rights and gender mainstreaming as well as the Women, Peace and Security agenda should be considered from the early planning to the conduct of CSDP M/Ops and evaluation. The study findings show that most planning documents do include references to human rights and gender mainstreaming, however, the integration of human rights, a gender perspective and WPS is not yet systematic and consistent in operational planning documents. Similarly to the findings of the 2015/2016 study, the inclusion of human rights and gender aspects remain generic as the crisis management procedures do not provide specific guidance on human rights and gender mainstreaming. As an outcome, the level of integration of human rights and gender into planning and review documents varies significantly, from M/Ops that use generic language to ones that include detailed and contextualised references to human rights and gender aspects throughout all of their planning cycle documents. The six-monthly reports (SMRs) tend to be narrative texts, providing a description of actions taken rather than an analysis of the impact of gender and human rights mainstreaming work. In order to better monitor this work, it would be helpful to establish concrete benchmarks. On the Civilian Planning and Conduct Capability (CPCC) side, some new initiatives have emerged (a partly standardised operation plan (OPLAN) annex on human rights and gender, and the Civilian Operations Commander Operational Guidelines on Gender Mainstreaming), but have so far had a limited impact on core planning documents. In conclusion, the planning case studies indicate there has been no significant change in the level of integration of human rights and gender equality into planning and review documents since the 2015/2016 study.
  
- 2. Impact case studies.** It is challenging to measure impact where targets and indicators have not been clearly established and M/Ops are simply given a generic mandate to

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<sup>29</sup> Suggestions for crisis management procedures for CSDP crisis management operations, doc. 7660/1/13, dated 17 June 2013.

<sup>30</sup> Compilation of Relevant Documents on Mainstreaming Human Rights and Gender in European Defence and Security Policy, 2008.

<sup>31</sup> Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations, doc. 7109/1, dated 6 March 2012.

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mainstream gender and human rights in all lines of operation. For this reason, a selected number of M/Ops were asked to conduct an internal analysis to identify the three human rights- and/or gender-related activities which they themselves considered to be most impactful. The 2015/2016 study found that in order to improve the impact of the human rights and gender mainstreaming that M/Ops are carrying out, there is a need to develop and invest in internal resources, expertise, structures, management engagement, buy-in and leadership, and proper planning. Over the past five years, there have been considerable developments in building up internal capabilities to support human rights and gender mainstreaming. At present, there is a clear need to more systematically follow up on M/Ops' external mainstreaming activities and develop methods for measuring impact. In parallel, guiding documents regarding strengthening partnerships and engagement with national counterparts, including with civil society, and developing specific thematic guidance to complement generic mainstreaming with targeted actions are needed. Better context analyses to respond more efficiently to the gaps and needs of host country actors should be further developed at all stages of planning.

- 3. Commitment and resources.** Management buy-in and leadership is essential to guarantee the success of human rights and gender mainstreaming. The EU Action Plan on Women, Peace and Security and the Gender Action Plan III establish the objective of 'leading by example', which refers to the requirement upon management to show their engagement and commitment, including by establishing gender-responsive and gender-balanced leadership at top political and management levels. Furthermore, human rights and gender advisers have highlighted the importance of management support to the success of their work. While the 2015/2016 study concluded that CSDP management's concrete engagement on human rights and gender equality was limited, and that responsibility was placed almost entirely on human rights and gender advisers and focal points, this trend seems to be slowly starting to change, and the follow-up study indicates that management engagement has increased. In addition to management buy-in, it is also crucial to have the resources needed to facilitate the work on gender and human rights mainstreaming. There have been positive developments on the civilian side in this regard, with the arrival of a gender and women, peace and security (WPS) adviser in the CPCC, and the addition of human rights to the job description of CPCC's horizontal rule of law expert. In addition, the new Mission Model Structure has placed mission advisers at a strategic level and sets out as general rule a single-hatted human rights adviser as well as gender adviser. Most civilian missions now reflect this change. In addition, the majority of civilian missions have set up internal gender focal point networks.
- 4. Knowledge management (KM).** Study results indicate considerable progress in the institutionalisation of human rights- and gender-related work. For instance, management no longer considers internal factors such as a lack of expertise, awareness and resources as the most important challenges for human rights- and gender-related work, in contrast to the 2015 study results. Secondly, KM practices such as handovers, guidance from superiors and training have become much more

available to human rights and gender advisers. Moreover, many more operational experts responded that strategic and operational guidance on human rights and gender equality is now available for them. Human rights advisers have asked for joint knowledge-management/-sharing and collaborative tools to further enhance access to information, encourage collaboration and improve KM.

5. **Training.** As of 2017, pre-deployment training is mandatory for all staff. Although the percentage of staff that were given a pre-deployment training session involving human rights and gender equality elements has increased since 2015, more than a third of respondents did not receive such a session. The pre-deployment training held in Brussels for contracted staff within the European Security and Defence College (ESDC) umbrella includes a session on human rights and gender mainstreaming. However, it is the Member States' responsibility to provide pre-deployment training to seconded staff, and it is likely that not all MS include human rights and gender in that training. For military personnel, pre-deployment training is the sole responsibility of the sending state. Dedicated training on human rights and gender equality does exist, but it is accessible to few. In 2020, the EU Civilian Training Group (EUCTG) identified international humanitarian law and human rights, and gender equality amongst the priority training areas and the Training Requirement Analyses (TRA) were carried out. Both TRAs identified gaps and highlighted further training needs in those domains, which will need to be followed up.

### **Internal participation**

6. **Women's and men's representation in CSDP.** The representation of women in CSDP M/Ops remained unchanged over the five-year period between the two studies. In December 2020, women constituted 24 % of international staff in civilian missions (compared to 25 % in 2015). In December 2020, women constituted 5 % in military missions and 6 % in military operations (compared to the estimate of 3-7 % in 2015). In the civilian HQ structures (the Integrated Approach to Security and Peace Directorate (ISPD), the Security and Defence Policy Directorate (SECDEFPOL), the CPCC) the situation is better, as women constitute around 50 % of all staff, but they continue to be underrepresented in management positions (30 %). It is recognised that more action is needed to improve the low representation of women in such positions, which continues to affect the public image and work culture of CSDP M/Ops. The commitment 16 of the Civilian Compact addresses gender aspects including the need to increase the representation of women. At the end of 2021, the EEAS adopted the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions 2021-2024, which sets an ambitious target to increase the representation of women to 40% by 2024 across all categories of personnel. However, similar efforts are still needed at the military side.
7. **Sex-disaggregated data.** Military M/Ops now collect sex-disaggregated personnel figures, which was not the case in 2015. However, though those figures show the overall representation of women in the organisation, they still do not indicate which



positions women and men hold. On the civilian side, the CPCC has improved its collection of personnel figures by providing sex-disaggregated data across different staff categories. Consequently, the CPCC is now able to analyse and show progress over time as regards the representation of women in leadership positions, as well as in operational positions, where women also tend to be strongly underrepresented.

- 8. Conduct and discipline.** In 2020, five cases of gender-based discrimination and sexual harassment were reported in CSDP M/Ops, which were all investigated and the acts involved sanctioned. In 2015, no cases were reported, but human rights and gender advisers suggested that this might not reflect the reality as many people choose not to file a formal complaint about such incidents. This development could therefore indicate a slightly positive trend that more people come forward to report a breach. The Upgraded Generic Standards of Behaviour for CSDP Missions and Operations were approved in 2018, and modules on conduct and discipline continue to be an integral part of pre-deployment and in-mission training. However, there is still no centralised database at HQ level of all complaints that have been filed in M/Ops. It is particularly difficult to find data for the M/Ops that have been concluded. An assessment of the extent to which the Code of Conduct and Discipline, the Upgraded Generic Standards of Behaviour and the Guidelines on Ethics and Integrity for CSDP missions are aligned with general principles of (international) human rights, such as the right to a fair trial and the right to an effective remedy, falls outside of the scope of this report.

### **External integration**

- 9. Human rights.** Integration of human rights varies significantly from one context to another, depending on the resources available, the context and the mandate of the mission. All M/Ops have adopted human rights mainstreaming approaches and integrate human rights into all lines of operation and activity, with varying degrees of success. All M/Ops also provide human rights training, both externally to national partners and internally, whether as standalone training or as integrated modules. Most M/Ops also engage with host countries' institutions and actors to provide advice and to address human rights issues in the larger framework of security and justice sector reform. Furthermore, the majority of M/Ops promote respect for human rights among host country partners, but only a few address the human rights risks associated with the security support provided by the M/Op.
- 10. Gender equality and Women, Peace and Security (WPS).** Due to the increased availability of policy and operational guidance on gender equality and WPS, there has been a clear positive evolution in the level of engagement and the types of activities undertaken by M/Ops in this area, and these have become much more standardised and rooted. Besides gender mainstreaming, M/Ops also promote the participation of women in society and work with national institutions to prevent and address sexual and gender-based violence. In addition to the centrally provided guidance and tools,

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some civilian missions have developed advanced tools and mechanisms for both internal and external gender mainstreaming. The results also indicate, however, that in those contexts where gender inequality is higher, it is more challenging to promote gender equality. Successful gender mainstreaming goes hand in hand with gender analysis and leading by example, and in this regard M/Ops can still improve.

**11. Children and armed conflict (CAAC).** The EU is committed to promoting children's rights in its external action, but this commitment is not yet fully operationalised in the context of CSDP. Over 60 % of M/Ops reported on their engagement with children's rights, but only one mission, which was included in the sample of planning case studies, had a reference to CAAC in its mandate. Civilian missions have focused on promoting juvenile justice systems and the rights of children in contact with the law, and military M/Ops have primarily approached the issue of children's rights through training. However, despite the existence of dedicated policy documents, M/Ops are not particularly involved in the promotion and implementation of the CAAC agenda. Moreover, every year the EU adopts a list of priority countries where children are affected by armed conflict, in line with the list in the annexe to the UN Secretary-General's annual CAAC report. In 2020, Iraq, Israel/OPT, Central African Republic (CAR), Libya, Mali and Somalia were on this list, but none of the missions located in those theatres reported any activity on CAAC. Low levels of engagement on CAAC can certainly be explained by factors such as a lack of expertise, limited resources and awareness, and priority being given instead to the mainstreaming of human rights – but it is worthwhile analysing how the EU's commitment to children's rights and to the CAAC agenda could be further mainstreamed in CSDP and whether there is a willingness to allocate resources to this effort.

**12. International humanitarian law (IHL).** CSDP M/Ops are deployed either in a context involving an ongoing armed conflict (in most cases a non-international armed conflict) or in a post-conflict situation. The promotion of IHL is relevant in both contexts, even if the M/Op is not party to the conflict. However, the specific mandate of CSDP M/Ops in a conflict-driven environment poses particular challenges to the obligation for the EU and its actors to ensure full respect for, and compliance with, principles of IHL. The study results show that in 2020, 44 % of M/Ops took some kind of action regarding IHL, in most cases by providing IHL training (EUTMs and some civilian missions). A number of civilian missions in post-conflict situations were engaged in monitoring the investigation of war crimes and identification of missing persons. However, the majority of M/Ops highlighted that IHL is not specifically in their mandate, which indicates lack of understanding of the broad nature of IHL obligations. In addition to the apparent confusion over whether the M/Ops should or should not address IHL, there is a clear lack of available expertise and/or resources in this area. IHL activities are usually carried out by human rights advisers, but very often M/Ops need to partner with other international organisations such as the OHCHR and the ICRC to be able to provide IHL training and advice.

## **External participation**

- 13. Partnerships.** Partnerships on human rights and gender equality are crucial for the success of CSDP M/Ops in increasingly diverse and competitive conflict theatres, with a range of actors involved in both the conflict and the conflict resolution process. The results of the study indicate that HQ and M/Ops are aware of this and are responding well to this evolving context, as partnerships with main actors seem to have intensified. M/Ops are engaging more actively with their three main partners: the UN, other EU actors and host government institutions. M/Ops are also interacting with a great variety of civil society organisations. Partnerships with international organisations focus on coordinating efforts, sharing information and reducing the duplication of activities. Partnerships with host country governments focus on providing advice, capacity building and training, as well as actual cooperation in the form of implementing projects. Partnerships with international and local civil society organisations focus on civil society consultations, information sharing and sometimes joint training and projects. M/Ops, however, seem not to cooperate very much with regional organisations such as the African Union (AU), ECOWAS and the like. Such cooperation could be an useful opportunity in contexts where the voices claiming that human rights are a Western value are gaining ground.
- 14. Participation of women.** Senior managers overwhelmingly suggest that the biggest challenge for gender mainstreaming in CSDP is the lack of women in host country institutions. Although respondents estimated that the percentage of women in their national counterpart organisations has slightly increased since 2015, it is still very low. This increase may also be a reflection of more attention given to the representation and participation of women in operational documents. M/Ops are increasingly engaging in political messaging and activities to promote the representation and participation of women in host country institutions. There are many good initiatives in place and most of them are long-lasting projects rather than one-off activities. However, activities to support women in leadership positions and gender-responsive leadership training targeting both men and women are not widely rolled out. Efforts to promote the participation of women in host country institutions are also hampered by the low representation of women in CSDP M/Ops, military ones in particular.
- 15. Human rights and women's rights defenders.** M/Ops' engagement with civil society is primarily motivated by the understanding that advising and supporting security and justice actors, especially in conflict and post-conflict situations, requires in-depth knowledge of how they operate and how the local population perceives them. In this regard, several missions have trust-building as one of their mandated tasks. Like the 2015/2016 study, the results of this study show that M/Ops engage with civil society organisations primarily for the purpose of consultation, information sharing and coordination. The study also shows that their engagement with civil society does

not involve the implementation of operational activities, and that they do not provide support to or strengthen the capacities of local human rights and women's rights defenders' organisations. Only one mission has been involved in an activity aimed at protecting human rights defenders. Despite the constraints of the mandate, there are opportunities to increase and diversify M/Ops' cooperation with civil society – for instance, on protecting human rights and women's rights defenders, who are increasingly at risk in various parts of the world, or on improving cooperation and collaboration between security forces and women's rights organisations on handling sexual and gender-based violence cases. Partnering more actively with local women's rights organisations may also help to counter the narrative that gender equality is a Western value.

## **Recommendations**

The recommendations formulated in 2015/2016 focused primarily on building internal gender and human rights mainstreaming resources and capacities. While the efforts to strengthen internal capacities and institutionalising mainstreaming mechanisms should continue, in particular with regard to military M/Ops and military HQ structures, there is now a clear need to invest more in external integration and participation, and in thematic engagements. Thematic issues such as sexual and gender-based violence, human rights due diligence, international humanitarian law and children and armed conflict should be further conceptualised for the specific context of CSDP so that they are considered systematically in strategic and operational planning as well as during the implementation and evaluation.

- 1. Planning, reporting and reviewing.** Despite 2008 and 2012 policies stating that human rights and gender mainstreaming, and WPS should be considered from the early planning to the conduct of CSDP M/Ops and evaluation, mission planning documents are not yet systematically integrating human rights, a gender and WPS perspective. Consequently, many elements of the 2015/2016 recommendation to ensure a more systematic, context-specific and result-oriented approach to planning and reviewing are still relevant, in particular:
  - integrating human rights and gender expertise from the earliest planning stages (i.e. before the drafting phase) and conducting strategic reviews;
  - integrating human rights and gender expertise into political-strategic and operational planning teams in ISP.3, the CPCC, the MPCC and the EUMS;
  - working together with planners to develop human rights and gender equality planning guidelines, checklists and scenario-based tools, specific to CSDP planning and strategic review.

Secondly, additional efforts are needed to improve links between human rights and gender mainstreaming and M/Op overall objectives. For instance, when the mandate of the mission is to build the capacities of internal security forces, then the human rights compliance of those forces should be included as one of the indicators assessed. This indicator could be, for instance, that the policies, procedures and practices used to prevent and address human rights violations are in line with

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international human rights norms. The M/Op should also have the mandate to support activities that help national forces to become human rights-compliant. When reporting on human rights and gender mainstreaming, M/Ops should move from their current activity-focused approach to more results-oriented reporting, prioritising developments over time and the impact of mainstreaming efforts. In this respect, the Gender Action Plan III reporting guidelines for missions and operations as well as new reporting guidelines adopted by Member States, followed by Civilian Operations Commander instruction with clear guidance on human rights and gender integration and results-oriented reports, are already existing useful tools.

2. **Knowledge management.** Developing a KM strategy and identifying KM tools would enhance the communication between M/Op advisers and headquarters, provide both sides with direct access to knowledge and increase their collaboration. This, in turn, would create synergies both among the civilian and military CSDP M/Ops and with headquarters, avoid duplication of work and increase knowledge retention and sharing. It would also support the network of human rights, gender and civil society advisers and cement their roles as a community of practitioners.
3. **Human rights and gender training.** The availability of human rights and gender training to personnel deployed to CSDP M/Ops has improved, but it is still not ensured for all. Core elements and concepts of human rights and gender mainstreaming should be systematically included in pre-deployment and induction training, as well as in subsequent mandatory e-learning modules. Basic course for gender focal points and specialised courses for gender advisers developed through support from Folke Bernadotte Academy in 2021-2022 should continue to be offered, possibly through institutionalising the gender focal point training inside the EEAS and M/Ops for sustainability. A specialised training course on human rights mainstreaming and human rights due diligence in the context of CSDP, under the umbrella of the ESDC, should be developed. Finally, to strengthen leadership engagement on human rights and gender equality, all senior managers should receive gender-responsive and human rights leadership training at the beginning of their term.
4. **Human rights and gender resources.** For civilian CSDP, ensure that the Mission Model Structure with separate human rights and gender adviser positions, placed under the head of mission but administratively reporting to chief of staff, takes effect in all missions. At CPCC, consider transforming the double-hatted human rights/rule of law expert position into a stand-alone human rights adviser position. It is also important to continuously invest in maintaining and strengthening existing resources, particularly the gender focal point networks. In military CSDP, it is particularly important to provide military structures with the necessary resources to enable efficient human rights and gender mainstreaming, as listed below.
  - Military headquarters' structures (the EUMS, the MPCC and all operation headquarters) should have a double-hatted gender and human rights adviser

position, replacing the current focal point system. Appointments to those positions should be for a minimum of three years, and if not they cannot be filled by MS military personnel, a call for civilian applicants should be issued.

- Force headquarters (FHQs) for both executive operations and military training missions should strive to have at least one gender and/or human rights expert position and ensure that deployment in that position would last for at least one year. If MS do not fill in this post with military personnel, it could be filled by civilians.
- Efforts should be made to match the expectation to promote the CAAC agenda, child protection and IHL with the necessary resources and expertise in those fields, where relevant.

**5. Financial resources.** Currently, only a few M/Ops have a dedicated budget line for human rights and gender equality activities. The availability of a dedicated budget line would greatly facilitate the work of human rights and gender advisers by reducing administrative burdens, facilitating planning and ensuring accountability. Those funds would be in line with the core functions of the M/Op and would support M/Ops in carrying out advisory, training and capacity-building activities in human rights and gender mainstreaming.

**6. Context-specific human rights and gender analysis.** Some of the civilian missions have already conducted gender and human rights analyses, as required by the EU policy documents and Operational Guidelines, for some it is still pending. In-depth sector- (defence, justice, security, etc.) and context-specific analysis is a precondition for successful gender and human rights mainstreaming. The involvement of M/Ops in the development of Country Level Implementation Plans (CLIPS) of EU GAP III is encouraged to better reflect and include the security sector in EU country level gender profiles. Context-specific gender analysis is an important step to inform gender-sensitive and gender-transformative strategies and action plans. Human rights analysis is also necessary in the context of exercising human rights due diligence. M/Ops should also consult local human rights and women's rights organisations when developing human rights and gender analyses. Finally, dedicated training on human rights and gender analysis should be considered with a view to supporting M/Ops.

**7. Sexual and gender-based violence (SGBV).** M/Ops can offer clear added value in their engagement on SGBV thanks to the fact that they work with the security and justice sectors. Concretely, M/Ops should find ways to strengthen their engagement on prevention of, protection against and response to SGBV by supporting law enforcement institutions through legislative reforms, policies, strategies action plans, education, training, awareness of victim-centred approaches, etc. In some contexts, M/Ops could also be more actively involved in combating conflict-related sexual violence (CRSV) and support UN work in this area, for instance by participating in and supporting the work of MARA (Monitoring, Analysis and Reporting Arrangements) networks, where they exist. Strategic and operational guidance tools

will also need to be developed in order to enable M/Ops to create and take a more standardised and structured approach to engagement on SGBV and CRSV. This would help to ensure that the EU's contribution to address SGBV in those countries is more joined-up, more effective and more in line with the EU integrated approach.

- 8. Human rights due diligence on security sector support.** The development and adoption of an EU Human Rights Due Diligence Policy is provided for in the EU Action Plan on Human Rights and Democracy 2020-2024, and efforts are under way to take this policy initiative forward. The study shows that only a few missions are currently integrating elements of human rights due diligence into their activities. While the policy is under preparation, CSDP M/Ops should start taking steps to integrate human rights and IHL risk management into their activities and operations, to ensure that their support is fully in compliance with the EU's obligations under international human rights and humanitarian law. The Civilian Operations Commander Guidelines on Human Rights Mainstreaming and Human Rights Due Diligence are already providing some useful guidance for civilian missions in this regard.
- 9. Mainstreaming child protection and CAAC.** In line with the EU's overall commitment to promoting the rights of the child and the CAAC agenda, efforts should be made to ensure that CSDP M/Ops integrate those topics into their activities, where relevant. This could be achieved by:
- including child protection and the CAAC agenda more systematically in mandates, planning and strategic reviews and in the activities of M/Ops;
  - exploring how M/Ops deployed in CAAC priority countries (Iraq, Israel/OPT, Libya, CAR, Mali and Somalia) could address the CAAC agenda in their activities, even where their mandate does not explicitly refer to these issues, and how M/Ops in other countries could focus more on child protection in general;
  - analysing further the gaps in how the CAAC agenda and child protection are being approached and implemented in CSDP and the possibilities for approaching and implementing them in future, and developing strategic guidance for engagement on CAAC and child protection in the context of CSDP.

Efforts should be made to match this focus on child protection and mainstreaming the CAAC agenda with existing resources in CSDP structures in headquarters and in M/Ops, and additional resources should be made available, if needed.

- 10. International humanitarian law (IHL) and protection of civilians (PoC).** Updated EU Guidelines on promoting compliance with international humanitarian law (2009) identifies crisis-management operations and training among the means of action at the disposal of the EU to promote respect for IHL. Protecting civilians and upholding

international humanitarian law are key to the operational effectiveness of armed and security forces and can help address drivers of conflict. CSDP M/Ops thus need to include capacity building on IHL and PoC into their work with partners. Compliance with IHL requires explicit and robust procedures at the strategic, operational and tactical levels, as well as appropriate staffing and training that will enable those safeguards to be implemented. Consequently, further efforts are necessary to promote IHL through CSDP M/Ops, such as:

- systematically including IHL in the mandate of new CSDP M/Ops, by tailoring the engagement on this issue to the specific objectives of the mission (for example, protecting civilians, monitoring the investigation of war crimes, identifying missing persons in post-conflict situations, providing general or specific training on IHL to armed and security forces, etc.);
- in the course of the Strategic Reviews (SR), consider how to better mainstream IHL and following the SR recommendations, M/OPLANS and mission implementation plans may require to be amended;
- including mandatory modules on IHL in the pre-deployment and induction training for M/Ops, both in HQ and during posting, and integrating IHL into all training activities provided by M/Ops, based on specific needs (basic-, expert- or advanced-level modules);
- strengthening partnerships and engagement with national counterparts to develop IHL curricula, and providing joint training on IHL when in-mission expertise is not sufficient.