

EUROPEAN EXTERNAL ACTION SERVICE



CPCC



The European Union Monitoring Mission in Georgia

Special Annual Report on Gender Mainstreaming (2016)

of 15/12/2016.

1. Executive Summary

Gender equality is enshrined within the EU political and legal framework. According to 'The Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of CSDP', all Mission staff members are responsible for mainstreaming gender. This annual report highlights the efforts made by the Mission in this context, particularly in monitoring and reporting. For the purposes of this report, gender mainstreaming can be taken to mean the integration of a gender perspective into every stage of all activities, such as planning, design, implementation, monitoring and reporting, at all levels.

The Mission continuously takes steps to translate EU Gender Policy into practical measures. Although this is one of the most gender balanced CSDP missions, the comparatively low number of female staff creates challenges; however, gender awareness and efforts in patrol planning have produced an increase in the number of mixed patrols and female patrol leaders, better sex disaggregated data and improved gender related reporting. A serious challenge is to ensure the presence of women in Senior Management posts. This would not only be a significant development internally, but would also increase the possibility of women representing the Mission in conflict resolution contexts. More female nominations from member states, especially for leadership roles, would be welcome.

The Mission has also been a driving force in outreach activities against Gender Based Violence. Capacity building is an ongoing process and given the high turnover of staff there is a constant need of further training. Focus during the reporting period was on strengthening the Gender Focal Point Network. The Mission has also identified a need for further capacity building within the area of reporting.

2. Methodology

The Mission reports about gender mainstreaming on an annual basis. In this update, information was collected during the reporting period 1 January 2015 to 30 June 2016 through a) a review of the Mission's main operational documents, b) analysis of other organisational and statistical information and c) interviews and focus group discussions. The four individual interviews were held with Management at the Mission Headquarters, while the eleven focus group discussions were held across the Mission; two in the Mission Headquarters and three per Field Office. In all locations, there was one discussion group for male staff and one for female staff, including both national and international personnel. In addition, there was a separate focus group discussion for Senior Management in each of the three Field Offices. In total, 99 members of staff were consulted.

3. Mission Response

3.1 Mandate Interpretation, Implementation and Guiding / Planning Documents

Overarching EU policy directives ensure that a gender perspective should be integrated into the work of all CSDP Missions in accordance with UNSCR 1325 and subsequent resolutions. The Mission's mandate does not integrate a gender perspective in crisis management; however, the Operational Plan (OPLAN) sets out gender specific measures in the annexes, in specific contexts such as human resources and training with one specific section designated to Human Rights and Gender. Within this limited framework of written gender mainstreamed policies, there is provision for a Mission Gender Adviser, supported by a Gender Focal Point Network, tasked with operationalising EU policy into daily Mission activities.

There is also a Mission Implementation Plan (MIP), the purpose of which is to guide the day-to-day implementation of the Mission's mandate. Although the MIP does not explicitly refer to gender, the documents that arise from it, such as the Mission Information Collection Plan (MICP) do. The

Mission recognises the importance of gender mainstreamed guiding documents and the MIP will be revised in the coming months to include concrete plans ensuring the integration of a gender perspective.

Finally, the MICP is a flexible management tool through which the Mission conducts its concrete planning in line with the critical information requirements of the MIP and the Head of Mission's priorities. This tool allows gender mainstreaming to be done systematically at the operational level however it requires the commitment of those responsible for the MICP. The priorities set out in this document are translated at the Field Office level into practical tasking for patrols. At this stage, it is crucial to incorporate gender perspectives e.g. in designing questions and composing the patrols.

While there is no systematic approach to gender in the over-arching guiding documents, the Mission is well aware of the pivotal role of gender mainstreaming in the implementation of its mandate. Institutional support is found in the Mission's Gender Focal Point Network, coordinated by the Mission Gender Advisor. It consists of 13 staff members in the Field Offices and Mission Headquarters who meet quarterly and provide guidance, advice and capacity building on gender mainstreaming. The Focal Points also report on their work, potential problems and opportunities on a monthly basis. A new template for this will be implemented in late 2016. They will then be tasked to assess to what extent a gender perspective is regularly included in monitoring and reporting. The network could be more robust, given that the Focal Points work on gender issues only part-time. A priority in the last year has been to strengthen the visibility and competence of the Gender Focal Point Network.

3.2 Statistical and Organisational Information

The Mission strives to enhance systematic gender mainstreaming *inter alia* through creating targeted checklists, new templates for reporting sex disaggregated data and continued capacity building. Field Office teams aim to strategically use female monitors and language assistants for interviewing women, especially when sensitive topics are discussed. Mixed patrols are important, as they may be viewed as providing a greater sense of security, particularly by women and children. However, considering the fact that only 25 percent of the international staff are women, it is sometimes difficult to strategically plan the composition of patrols. Data about the composition of patrols have been systematically collected since 1 April 2016, and from that date, 54 percent of the patrols were mixed on the basis of sex.

When analyzing planning from a gender perspective, the Mission must consider not only the gender balance of a team, but also the number and gender balance of newcomers (who cannot act as patrol leaders), leave / days off and the specific expertise of individual monitors. For example, one Field Office reports that the practice of rotating patrol leaders has resulted in a higher number of female patrol leaders: 19 to 32 percent of the patrol leaders were women, while the percentage of women among the international staff varied between 22 and 29 percent. Currently, information on the sex of patrol leaders and the composition of patrols is collected inconsistently across the Mission. However, this autumn a system which records these data, as well as sex disaggregated data in monitoring will be introduced. This system will allow the Mission to better track trends, identify areas for improvement and further develop what is working well.

It is important to remember that due to traditional gender roles in Georgia (GEO), women tend to operate more in the private sphere, while men are generally more visible in public contexts. Female interlocutors can thus often provide valuable information which is different to that of their male counterparts, and they may also have a different experience of security issues. In order to achieve a comprehensive picture of the security situation, Mission monitors must consequently ensure that they access female and male interlocutors equally. However, this is sometimes a challenge. For example, the Mission, by virtue of its mandate and geographical space in which it focuses monitoring activity, has much interaction with GEO security actors, the vast majority of whom are men. However, there are alternative approaches. The Mission is continually looking to improve the effectiveness of the planning and implementation of routine monitoring tasks and in

spring 2016 produced gender tool kits – a one-page practical checklist on how everyday gender mainstreaming can be done in different teams and departments.

3.3 Capacity Building Activities

All new staff receives a 75-minute induction on gender, and in addition to this two Field Offices provide gender induction focusing on their specific areas of responsibility. Given that gender mainstreaming is key to operational effectiveness, all deployed personnel should receive relevant training prior to deployment.

During the reporting period, four Gender Focal Points and one Deputy Field Office Chief attended external gender training. As a result of this and attendance at previous sessions of the same course, all Field Office Chiefs and Deputy Field Office Chiefs have now received external training on gender mainstreaming. However, since the end of the reporting period, two new Deputy Field Office Chiefs and a Field Office Chief have been deployed and remain to be trained. The Mission Gender Advisor developed a module targeting Gender Focal Points on “How to work as a Gender Focal Point,” which was rolled out to all Field Offices. Over half of the Focal Points have now attended a training module on gender analysis, and there are plans to train the rest in the coming period. A training session on human trafficking was also developed and delivered by the Mission Gender Advisor. Additional positive steps to gender mainstreaming were taken during a capacity building session for Reporting Officers from both the Mission Headquarters and the Field Offices, focused on how to include gender perspectives in reporting; however, practical support from the Mission Gender Advisor is still needed.

During training days at Field Offices, gender related sessions are organised and occurred several times during the reporting period. The focus group discussions showed that more capacity building is needed, focusing on practical application of a gender perspective both for the Operations Unit and for Reporting Officers. Non gender related training integrates a gender perspective: For example, interview technique training includes practical guidance on how monitors approach women, men, girls and boys to ask about their situation. As with any workplace, Mission staff have their own pre-conceived notions of gender, gender roles and the role of gender in a Mission context. It is important to have open discussions on these issues while also stressing EU policy, e.g. through information sharing during morning briefings.

3.4 Confidence Building & Support to Women’s Participation in Conflict Resolution and Peace Building

The Mission supports formal talks between the parties to the conflict in South Ossetia (SO) and Abkhazia (ABK); on the field level within the framework of the Incident Prevention and Response Mechanism (IPRM) and on the political level through the Geneva International Discussions (GID). Female participation is low, and at the junior level. In the GID round of June 2016, the percentage of female participants ranged from nil (ABK and SO) to 50 percent (the US). Only one of the seven EU participants was female. This is a snapshot of women’s participation in one GID round within the reporting period of this report; the Mission will continue to monitor and report on women’s participation at GID.

There were three meetings of the ABK IPRM during the reporting period, with female participation ranging between 7.4 and 11 percent. Neither the ABK nor the RF participants included any women. GEO and EU female participants were seated to the back and only the UN had a female participant at the table, although not as a lead speaker.

Eleven SO IPRM meetings were held between 23 September 2015 and 19 July 2016. These meetings typically averaged around 26 participants out of which as many as six women were observed, i.e. 23 percent. However, a review of the Summary Conclusions of all these eleven meetings reveals that not once did a female participant make a statement or intervention that was recorded.

Formalised meetings where the parties interact are thus male dominated, and only include officials and representatives of international organisations; however, calls have been made for including civil society. In the GEO conflict resolution context, women are generally over-represented in civil society both on Tbilisi-administered Territory and in the breakaway regions, but they are under-represented in official structures.

The GEO government together with UN Women have during the reporting period organised Information Sharing Meetings for civil society with a focus on women's organisations. In this venue, the process and the outcomes of the GID and IPRM meetings have been discussed, with the Head of Mission and / or other staff attending. Considering the closed nature of both the IPRM meetings and the GID, these meetings are crucial for bringing issues that affect women and girls to the negotiating tables, albeit indirectly.

3.5 Interaction with Women, Women's Organisations, Civil Society & Outreach Activities

Engaging with women's organisations is a cornerstone of EU Gender Policy and the Mission regularly interacts with civil society organisations dealing with gender related issues. The Mission remains a part of the UN Gender Theme Group and sits with observer status on the Early Marriage Task Force headed by UNFPA. A roundtable discussion, bringing together GEO women's organisations and Mission members working on gender issues was hosted by EUMM on 15 April 2016, mainly focusing on how the Mission can improve its engagement with women's organisations. The Mission also continues to be one of the driving forces behind the international community's involvement in the White Ribbon Campaigns for the 16 Days of Activism against Gender Violence in GEO. The Mission's significant field and media presence presents a good opportunity to promote EU values.

3.6 Gender Balance in Recruitment, Equal Opportunities

Participation of female personnel in peacekeeping missions is a foundation of UNSCR 1325 and therefore gender balance in the Mission is a priority. Senior Management, the Mission Human Resources Unit and the Gender Advisor have made considerable efforts to foster a workplace that supports equal opportunity.

The Mission Human Resources Unit has worked together with the Mission Gender Advisor to mainstream the recruitment process and include an assessment of gender awareness in the selection process. Announcements of internal vacancies now include a text encouraging both women and men to apply, and gender-related questions are included in job interviews.

Additionally, an assessment of the gender balance in the Mission is always included in the Six-Monthly Report which is presented by the Head of Mission to the CIVCOM and PSC, encouraging the Member States to nominate more female candidates, including for managerial posts.

The percentage of female international staff in the Mission has steadily increased and currently stands at 25 percent, with 61 percent of local staff being female. Men and women have different professional backgrounds which also affects what kind of expertise they offer. Generally, men are overrepresented among those with a military background and women among civilians.

A serious challenge is to ensure the presence of women in Senior Management posts. This would not only be a significant development internally, but would also increase the possibility of women representing the Mission in conflict resolution contexts. At the Field Office level, there was no notable increase in women in management positions; however, after the reporting period two women were appointed Deputy Field Office Chief. The highest management positions in both the Field Offices and Mission Headquarters are held by men. At the time of reporting, one out of ten 'Mission Critical' positions, was filled by a woman. There is thus a need for greater contribution and commitment by Member States to rectify the under-representation of women at the decision making level in Missions.

There has been improvement in the gender balance in staff positions¹ in the Field Office. However, there is still a significant gender imbalance there, with eight of the 27 staff positions occupied by women at the time of reporting² as compared with four out of 29 last year; an increase from 15% to 30%.

The maternity leave policy for female GEO staff members is generous in comparison with GEO Labour law. There is a favourable maternity policy in place for female international staff, who receive three months off with full per diem; however, questions have been raised regarding equal treatment for male international staff. The latter have five days off with full per diem and may then take up to 30 days of unpaid leave.

Continuous steps toward parity in the gender balance reflect the efforts made by the Mission leadership and staff during the period from 1 January 2015 to 1 June 2016. These improvements have resulted in EUMM's standing as one of the most gender balanced CSDP Missions.

4. Mission Findings: Focus Group Discussions

The Mission has found the use of focus group discussions on gender mainstreaming to be extremely constructive in terms of raising awareness and highlighting issues that need improvement. Topics covered included how gender mainstreaming is understood, its relevance to the mandate, the use of the Gender Focal Point network and the issue of equal opportunities for men and women. It was clear that there is still work to be done when it comes to understanding the concept of gender mainstreaming and its relevance. For some, the word 'gender' appeared to be mainly associated with Code of Conduct provisions, e.g. against sexual harassment, rather than being seen in a wider context as part of the Mission's daily work. Such differences in interpretation may result in misunderstandings regarding the scope and nature of gender mainstreaming and could contribute to resistance towards integrating gender aspects, as the relevance of this is not yet entirely clear to all staff.

Capacity building efforts setting out why and how to gender mainstream in the field were identified as a way to overcome these obstacles. Staff were generally in agreement that gender mainstreaming was of relevance to both the mandate and their roles; however, most staff initially understood gender mainstreaming to be mainly a quantitative tool, focusing on ensuring diversity through e.g. counting the number of male/female personnel and interlocutors. Enhanced understanding of additional crucial perspectives of gender mainstreaming may thus be needed.

The discussion groups agreed that equal opportunities within the Mission were important and the question of why there are no women in senior management was raised on several occasions. One group asked whether the notion of equal opportunities was purely theoretical, as all senior leadership positions are held by men. One reason posited was that a military or police background was valued more highly than a civilian one. Some male groups stated that due to positive discrimination, women have more opportunities than men, with gender being considered more important than experience or competence. The focus group discussions thus indicated that there is a wide range of views among staff members regarding gender issues, as well as concerning how, or whether, imbalances should be addressed. Many participants suggested that focus group discussions should be held more often. The Mission could consider whether to undertake this exercise at the mid-year point to follow up on issues raised.

5. Assessment and Recommendations

¹ Staff positions are held by internationals in Field Office roles such as Operations Officer, Reporting Officer, CIS and Security Officers among others.

The Mission has taken concrete steps to integrate gender in its activities. The Mission's efforts to ensure the maximum possible presence of female monitors and patrol leaders in the field is of utmost importance for good interaction with men, women, boys and girls alike, without which the high qualitative fulfilment of the Mission's mandate is impossible. Together with the increase in the number of women on management positions in the field offices, which took place after the reporting period, these efforts are also very important for the Mission's credibility when it comes to promoting the role of women in conflict prevention, resolution and peace building.

Despite these positive developments, there are still gaps which must be addressed. The annual gender mainstreaming assessment continues to be an excellent tool for evaluating progress, raising awareness and engaging in gender related discussions. The Mission should continue to emphasise that gender mainstreaming is necessary in order to discern the differences in needs, resources and priorities that are connected to gender and age. There is a continued need for clear and practical instructions on integrating a gender perspective in daily work, particularly when formal documents such as the mandate and OPLAN lack detail on gender perspectives. Mission staff should also be continually reminded of the benefits of mainstreaming gender in all Mission work.

Systematic collection of sex disaggregated data has improved and these achievements serve as positive reinforcement for continued work towards gender mainstreaming. The Mission will continue to promote systematic inclusion of gender perspectives in planning and patrolling. Field Office management must work closely with their Gender Focal Points, and must also encourage Team Leaders to integrate a gender perspective in daily tasking. Sustaining a capable and active Gender Focal Point Network will remain a priority, and the Mission should also continue its focus on gender mainstreaming in reporting products and capacity building. It is recommended that all Mission members undergo gender training prior to deployment.

The Mission will continue to engage externally with national and international stakeholders on gender related issues and must promote the important role of women in conflict prevention, resolution and peace building.

Member States are strongly urged to nominate female candidates to the Mission, especially to senior level positions. This could potentially be done through the creation of a pool of qualified female candidates.

Approved by Kestutis Jankauskas
Head of Mission

Annex I: List of acronyms and abbreviations.

Annex II: Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security.

Annex III: Policy background.

ANNEX I

List of acronyms and abbreviations

ABL	Administrative Boundary Line	HoM	Head of Mission
ABK	Abkhazia(n)	HoOps	Head of Operations
AT	ABL Team	HQ	Headquarters
ADZ	Adjacent Zone	IDP	Internally Displaced Person
AF	Armed Forces	IED	Improvised Explosive Device
AFV	Armoured Fighting Vehicle	IMs	Implementing Measures
AoR	Area of Responsibility	Inf	Infantry
AP	Armed personnel	IPRM	Incident Prevention and Response Mechanism
APC	Armoured Personnel Carrier	LO	Liaison Officer
Arty	Artillery	LOT	Law on occupied territories
Bde	Brigade	MBT	Main Battle Tank
BGs	Border Guards	MFA	Ministry of Foreign Affairs
Bn	Battalion	MIA	Ministry of Internal Affairs
CBM	Confidence Building Measures	MoD	Ministry of Defence
CC	Collective Centre	MoU	Memorandum of Understanding
CDR	Commander	MRA	Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees
CSDP	Common Security and Defence Policy	NSTR	Nothing Significant To Report
COBERM	Confidence-building and early response mechanism	OiC	Officer in command/charge
CoE	Council of Europe	OPLAN	Operation Plan
Coy	Company	OSS	Ossetian
CP	Checkpoint	Plt	Platoon
DFOC	Deputy Field Office Chief	PS	Police Station
DHoM	Deputy Head of Mission	RECCE	Reconnaissance
DHoOps	Deputy Head of Operations	RF	Russian Federation
EUMM	European Union Monitoring Mission	RPOL	Regional Police
EUSR	European Union Special Representative	RU	Russian
FOB	Forward Operating Base	RUB	Russian Rouble
FO	Field Office	SO	South-Ossetia(n)

FOG	Field Office GORI	SSOT	State strategy on occupied territories
FOM	Field Office MTSKHETA	SPA	Six-point agreement
FOZ	Field Office ZUGDIDI	SPU	Special Police Unit
FOC	Field Office Chief	TAT	TBILISI-Administered Territory
FoM	Freedom of Movement	UAV	Unmanned Aerial Vehicle
GEL	Georgian Lari	UNSCR	United Nations Security Council Resolution
GEO	Georgia(n)	UXO	Unexploded Ordnance
HT	Human Security Team	XP	Crossing Point

ANNEX II

Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security.

1. Number of partner countries with whom the EU is engaged in supporting actions on furthering women, peace and security and/or the development and implementation of national action plans or other national policies to implement the UNSC resolutions on women, peace and security.
2. Modalities and EU tools, including financial instruments, that the EU has used to support women, peace and security in its partner countries.
3. Number of regional level dialogues that include specific attention to women, peace and security in outcome documents, conclusions and targets.
4. Number of EU's partner countries in which work on women, peace and security is coordinated between EU partners and/or with other donors, and type of coordination.
5. Number of projects or programmes in specific sectors – notably SSR, DDR, human rights, civil society, health and education, humanitarian aid and development cooperation – implemented in fragile, conflict or post conflict countries that significantly contribute to gender equality and women's empowerment or have gender equality as their principal purpose; total amount of this funding and its percentage of co-operation programmes in the respective country.
6. Number of national plans or other strategic, national level documents or reporting procedures in EU Member States.
7. Number and type of joint initiatives and joint programmes at global, regional and national levels with the UN and other international organisations such as NATO, OSCE and the African Union or the World Bank and other international financial institutions (IFIs) on woman, peace and security.
8. Number and percentage of women mediators and negotiators and women's civil society groups in formal or informal peace negotiations supported by the EU.
9. EU activities in support of women's participation in peace negotiations.
10. Number and type of meetings of EU delegations, EU Member States' embassies and CSDP missions with women's groups and/non-governmental organisations dealing with women, peace and security issues.
11. Proportion of women and men among heads of diplomatic missions and EC delegations, staff participating in UN peacekeeping operations and CSDP missions at all levels, including military and police staff.
12. Proportion of men and women trained specifically in gender equality among diplomatic staff, civilian and military staff employed by the Member States and Community institutions and military and police staff participating in UN peacekeeping institutions and CSDP missions.
13. Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this.

14. Number and percentage of CSDP missions and operations with gender advisers or focal points.
 15. Number of cases of sexual abuse or exploitation by CSDP staff investigated and acted upon.
 16. Percentage of EUSRs activity reports that include specific information on women, peace and security.
 17. Proportion (number and percentage) of country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.
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ANNEX III

In line with its comprehensive approach to the implementation of the UNSCRs on Women, Peace and Security, adopted in 2008³, the EU will:

- Integrate ‘women, peace and security’ in its political and policy dialogue with partner governments affected by armed conflict or in a post-conflict situation;
- include a gender perspective in its crisis management activities and its development cooperation; and
- support specific strategic actions targeted at protecting and supporting women, for example through the European Instrument for Democracy and Human Rights.

The EU adopted a set of 17 indicators⁴ (2010 – see Annex III) to help strengthen the implementation of its comprehensive approach. These indicators were aimed at detecting progress and gaps, strengthening EU accountability, facilitating communication about the policy, motivating personnel and improving EU visibility. Several of the 17 indicators relate to crisis management activities, including CSDP missions.

The report corresponds with the EU indicators pertaining to CSDP missions and the 2012 EU guidelines⁵ on implementation of UNSCRs on women, peace and security in the context of CSDP missions and operations.

³ “Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security” (doc 15671/1/08 REV 1)

⁴ “Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security” (document 11948/10)

⁵ “Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations” (doc 7109/12)