GENDER MAINSTREAMING AND EMPOWERMENT OF WOMEN IN EU´S EXTERNAL RELATIONS INSTRUMENTS

STUDY

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Abstract

This study provides a survey of gender mainstreaming across all relevant EU external relations policy areas to give an overall picture of where the EU stands. While the study identifies a number of problems that need to be taken seriously, the general assessment is that the European Union has developed a relatively comprehensive array of policy documents and instruments now integrating gender mainstreaming and empowerment of women to its external policies. The author's main critique is that the EU approach to gender is fragmented across institutions and across pillars. Hence when recent developments and policies on peacebuilding, crisis management, prevention of violence and security-development nexus emerged, it was difficult to integrate gender comprehensively.

This study was requested by the European Parliament's Committee on Foreign Affairs

CONTENTS

LIST OF TABLES

LIST OF BOXES

LIST OF ABBREVIATIONS

AFET	Committee on Foreign Affairs (of the European Parliament)
APF	Africa Peace Facility
APRODEV	Association of World Council of Churches related Development Organisations in Europe
CEDAW	Convention on the Elimination of Discrimination Against Women
CHG	Civilian Headline Goal
CIMIC	Civil Military Cooperation
CONCORD	Europe NGO Confederation for Relief and Development
CPCC	Civilian Planning and Conduct Capability
CSO	civil society organisation
CSR	Corporate Social Responsibility
DAW	(UN) Division for the Advancement of Women
DCI	Development Cooperation Instrument
DDA	Doha Development Agenda
DDR	Disarmament, Demobilization and Reintegration
DDRRR	Disarmament, Demobilization, Repatriation, Resettlement and Reintegration
DG AIDCO	EuropeAid DG of the European Commission (implements external aid instruments)
DG ECHO	Humanitarian Aid DG of the European Commission
DG Relex	DG of the European Commission for External Relations
ECDPM	European Centre for Development Policy Management
ECOSOC	(UN) Economic and Social Council
EDF	European Development Fund
EIDHR	European Instrument for Democracy and Human Rights
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood Policy Instrument
EPLO	European Peacebuilding Liaison Office
ESDC	European Security and Defence College
ESDP	European Security and Defence Policy
ESS	European Security Strategy
FEMM	Committee on Gender Equality (of the European Parliament)
FfD	Financing for Development
GBV	gender based violence
IANWGE	(UN) Interagency Network on Women and Gender Equality
IASC	Inter Agency Standing Committee
IfS	Instrument for Stability
IRIN	Integrated Regional Information Networks
LRRD	Relief, rehabilitation and development
MDG	Millennium Development Goals
NAP	National Action Plan (on UNSCR 1325)
OECD	Organisation for Economic Co-operation and Development
OSAGI	(UN) Office of the Special Adviser on Gender Issues and Advancement of Women
OSCE	Organisation for Security and Cooperation in Europe
PBP	Peacebuilding Partnership
PfA	Beijing Platform for Action
SEA	sexual exploitation and abuse
SEDE	Subcommittee on Security and Defence (of the European Parliament)
SSR	Security System Reform

UNINSTRAW	UN International Research and Training Institute for the Advancement of Women
UNDP	UN Development Programme
UNFPA	UN Population Fund
UNIFEM	United Nations Development Fund for Women
UNSCR	UN Security Council Resolution
VAW	violence against women
VOICE	Voluntary Organisations in Cooperation in Emergencies
WIDE	Women in Development Europe
WTO	World Trade Organisation

EXECUTIVE SUMMARY

This study aims to provide a short overview of gender mainstreaming across all relevant EU external relations policy areas to give an overall picture of where the EU stands. It consists of: a review of existing international commitments of the EU to gender mainstreaming vis-à-vis external relations; an assessment of the extent of current commitments and gender mainstreaming in practice by EU institutions; an outline of current policy instruments, assessment of the Commission and Council approaches to gender mainstreaming and overview of gender in EU financial instruments; and a review of synergies with other actors vis-à-vis gender mainstreaming and women's empowerment. Recommendations are given for the next steps.

Gender and human rights in external relations can be defined broadly under several frameworks: aid; health and development; international law and mechanisms; international trade; and conflict, security and peacebuilding. Many of these frameworks overlap and cycle within each other – which can create both difficulties and synergies when interpreting and implementing a gender 'dimension'. Actions towards mainstreaming gender (the needs, perspectives and roles of males and females) and empowering women, must work in synergy.

International frameworks

Vis-à-vis international commitments, EU Member States are party to all major frameworks on gender mainstreaming and women's empowerment: Convention on the Elimination of Discrimination Against Women, Beijing Platform for Action, UN Security Council Resolutions 1325 and 1820 and the Millennium Development Goals. There are also thematic specific international frameworks such as in aid, development and nation-building – namely the Paris Declaration on Aid Effectiveness, OECD DAC Guidelines, synergies with UNDP, the Accra Declaration; in justice – the Rome Statute, the *Protocol to Prevent, Suppress and Punish Trafficking;* and in trade - Financing for Development, the WTO, Doha Development Agenda. However, many of these frameworks are critiqued as gender blind and commitment to gender mainstreaming and women's empowerment in aid, crisis management and peacebuilding/nation-building is still weak.

Structure and staff

Much of the work (and finances) on gender and women in the EU institutions have until now come under the 1st pillar of the EU - Directorate-Generals (DGs) of the Commission of DG Employment, Social Affairs and Equal Opportunities; or on aid (Europeaid/DG AIDCO), emergency relief (DG ECHO) or development (DG Development). Interestingly, the most comprehensive DG, website and strategy on gender lies in the remit of DG Employment, Social Affairs and Equal Opportunities – which also has the most staff working on gender (23 compared to between two and seven double or triple-hatted staff in other DGs). All these DGs do have gender "units". DG Trade and Enlargement however, have basically no staff working on gender. Only recently have 'women' or 'gender' featured in the security discourse of external relations and begun to feature on the agenda in the Council Secretariat. But again, staffing is low, with no gender "units" apart from the small staff in the office of the Personal Representative of the SG/HR on human rights. DGE 8, DG9 - which deal with military and civilian aspects in the Council Secretariat respectively - and the Civilian Planning and Conduct Capability, only have one person each who could be identified as having gender expertise, and their job does not mandate work on gender mainstreaming.

There remains the question of whether a gender DG or a Personal Representative on Gender is needed, or whether it would be preferable to develop more substantial gender units – particularly within the new External Action Service. For the EU, the latter seems best, as it is a question of gender

architecture over structure. It is a case of designing gender into the "building" as a whole rather than construction of a completely new edifice – i.e. thinking differently inside the box.

Policy

Overall the EU has lacked one document and definition for gender. The 2006 *Roadmap for Equality between Men and Women* is an overarching document, and covers many gender aspects – but primarily in the Community and not integration of a gender dimension in all external relations policies, apart from the European Neighbour Policy. In external relations, gender mainstreaming has been attempted in development work since 1995, with various frameworks such as the *Council Conclusions on Integrating Gender in Development Cooperation* and a subsequent Toolkit on the same theme produced by EuropeAid (DG AIDCO). Of the current instruments, the 2007 *EC Communication on Gender Equality and Women's Empowerment in Development Cooperation* was built from existing architecture such as the 2005 *Paris Declaration on Aid Effectiveness* the *European Consensus on Development* and the *European Consensus on Humanitarian Aid* and further linked to the commitments made in the *Roadmap*. The EU is pursuing a twin-track approach for development policy towards integrating a gender dimension: i) measures specifically designed to tackle gender inequalities and ii) incorporation of gender issues into all aspects of development policy ("mainstreaming").

Many of the policy frameworks are still critiqued however as lacking substantial advances in concrete implementation. The *EC Communication on Gender Equality and Women's Empowerment in Development Cooperation* commits EU donors to "ensure the effective implementation of strategies and practices that genuinely contribute to the achievement of gender equality and women's rights worldwide". Some Country Strategy Papers (CSPs) may include reference to either gender equality requirements or outline various development and action on gender equality and empowerment. However, the European Parliament itself was critical of the Commission's advances in implementing gender in practice as well as weak integration in CSPs and a lack of "indicating any specific gender-related targets or activities", as stated in its resolution in March 2008 on a report on *Gender Equality and Women's Empowerment in Development Cooperation*.[1] The NGO Platform CONCORD also notes that in the CSPs, "response strategy remains weak in its ability to adequately address gender problems. In several instances, gender is stipulated as a cross-cutting issue or is referred to rhetorically as "shall be mainstreamed" without clear indications of how this will be achieved nor financially supported."[2]

For external relations in crisis management and peacebuilding, gender mainstreaming in main policy frameworks has been very recent, with the Council adoption in 2005 of *Implementation of UNSCR 1325 in the context of ESDP*. This was followed in 2006 by a *Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations*. The *Checklist* provided a reasonably clear outline of when and where to mainstream gender and was a major step in concretising implementation. However, the document was weakened by prefacing most of the recommendations with 'should' and not providing the 'how' of analysing the specific situation. Advances on gender mainstreaming have been most rapid in the second pillar, and in December 2008, the EU finally adopted a definition of 'gender' in its approach to 'women, peace and security' (there previously was none), as well as 'gender mainstreaming' and 'gender based violence' in a policy strategy-type paper *Comprehensive approach to the EU implementation of the United Nations*

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[1] European Parliament resolution of 13 March 2008 on Gender Equality and Women's Empowerment in Development Cooperation (2007/2182(INI))

[2] CONCORD Cotonou Working group Briefing paper "Gender Equality And Women's Rights", November 2008.

Security Council Resolutions 1325 and 1820 on women, peace and security, jointly prepared by the Commission and Council. The strategy outlines a three-pronged approach of: integration in political and policy dialogue with partner governments; mainstreaming a gender equality approach in its policies and activities; and supporting specific strategic actions such as the European Instrument for Democracy and Human Rights (EIDHR) and the Instrument for Stability (IfS). There is also a Staff Working Paper Toward an EU Action Plan on Gender Equality and Women's Empowerment in EU External Action currently being drafted by DG Development, but in synergy with other DGs, the Council and consultation with NGOs and Member States. From these processes, a Taskforce on 1325 – with staff across the institutions - has also been established to facilitate inter- and intra-institutional communication and policy development.

It may be beneficial to collate all these policy frameworks into either a Handbook or an EU Consensus on Gender. Synergies with the work and policies of Member States (1325 National Action Plans) and NGOs (concrete examples, assessments, evaluations and recommendations) should be incorporated into such an overarching framework.

Financial instruments

There are several instruments covering the scope of external relations and some can be used to specifically target gender mainstreaming and women's empowerment. In crisis management, the main instrument is the new Instrument for Stability (IfS). Under 'Funding priorities' the IfS outlines that assistance in response to situations of crisis or emerging crisis should highlight actions to promote gender equality and women's specific needs and participation. As part of the IfS, the Peacebuilding Partnership (PBP) includes grants to civil society groups and NGOs – including a focus on gender projects.

The Development Cooperation Instrument (DCI) provides funding both thematically and geographically in accordance with the Consensus on Development. Under the DCI, the budget line "Investing in People" (IIP) provides five core themes, of which one is to support gender equality. Within the thematic programmes of the DCI, women are identified as target groups in cross-cutting issues of food security, environment and migration. The EIDHR aligns to the principles of the Consensus on Development and supports co-financing of projects selected through calls for proposals published through EuropeAid (AIDCO). Critique and recommendations from implementers in the field all point to increased need for timely consultation with recipients and transparency in funding processes, particularly for the IIP, which should also include a gender analysis as part of the programming process. The EIDHR requirements should give implementation steps for gender mainstreaming and women's empowerment and include an outline on how to pursue synergies with CSOs on gender and women's empowerment.

In EC work on development, all instruments and budgets on development cooperation are the responsibility of the Commission, with budgetary scrutiny of the Parliament (with the exception of the European Development Fund (EDF)). Even though integrating gender into financial instruments has improved, there still lacks a strong targeting of substantial resources for women's empowerment and gender mainstreaming – both for the institutions and for implementation of projects. Parliamentary scrutiny and changes to funding instruments is necessary.

Conclusion and Recommendations

This summary only provides part of the comprehensive analysis in this study, which should be read for further detail. In conclusion, as clearly demonstrated in this study, the EC and Council have a raft of policy documents and instruments now integrating gender mainstreaming and empowerment of women. A main crtitique is that the EU approach to gender is fragmented across institutions and

across pillars. Hence when recent developments and policies on peacebuilding, crisis management, prevention of violence and security-development nexus emerged, it was difficult to integrate gender comprehensively. The question could be raised - Has gender mainstreaming become everyone's and no-one's responsibility? Lack of both staffing and resources remain a huge challenge, and will inhibit concretely mainstreaming gender and implementing policy and action towards women's empowerment – despite advances in policy documentation and attempts in consolidating approaches.

The coming work for the EU institutions should focus on process and the political and Parliamentary will to establish regulations and budget to provide a framework conducive to implementation. There will also be an element of monitoring, evaluation and assessment required, but the EU should be careful not to become obsessed with this, but rather concentrate on raising overall gender awareness and sensitivity to empowerment of women as a sustainable inclusion in policy and programming.

Looking at the financing of ability and instruments, what mechanisms is the EU using to encourage gender awareness, women's empowerment and implementation of 1325 internally? Within the EU context, the proposed European Institute for Gender Equality is one avenue that could be tapped. The Parliament should also dedicate resources for new existing units and more staff and staff time to work on gender in external relations across the various sectors in the Commission and the Council Secretariat. Finally the establishment of a Gender Unit in the External Action Service should be instigated.

1 INTRODUCTION

Gender and human rights in external relations can be defined broadly under several frameworks: aid; health and development; international law and mechanisms; international trade; and conflict, security and peacebuilding. Many of these frameworks overlap and cycle within each other – which can create both difficulties and synergies when interpreting and implementing a gender 'dimension'. A gender dimension encompasses acknowledgment of gender elements – a gender 'perspective' - and action towards gender mainstreaming – ie achieving ultimate equity for males and females.[3] The human rights dimension of gender is that equality between women and men is a fundamental right and violence and discrimination against women must be ceased. It is also important to point out that separate efforts towards women's equality and empowerment must not be sidelined by assuming it is covered under gender mainstreaming. Actions towards mainstreaming gender (the needs, perspectives and roles of males and females) and empowering women, must work in synergy.

This study aims to provide a short overview of gender mainstreaming across all relevant EU external relations policy areas to give an overall picture of where the EU stands. It will consist of: a review of existing international commitments of the EU to gender mainstreaming vis-à-vis external relations; assess the extent of current commitments and gender mainstreaming in practice by EU institutions; outline current policy instruments; assess the Commission and Council approaches to gender mainstreaming and evaluate EU financial instruments for 'gender budgeting'; and finally review synergies with other actors vis-à-vis gender mainstreaming and women's empowerment. Recommendations will be given for the next steps.

1.1 Gender and human rights background

An analysis of gender, must begin with a definition and an outline of the discrepancies and imbalances between males and females – which make up 'gender'.

There is no internationally agreed definition of gender, although the UN has various working definitions as well as a commonly accepted ECOSOC definition on gender mainstreaming (see endnote 1). The EU generally uses a definition for gender equality from the social perspective. For external relations, on 1 December 2008, the EU finally adopted a definition of 'gender' in its approach to 'women, peace and security' – see Box 1 - (there previously was none), as well as 'gender mainstreaming' and 'gender based violence'.[4]

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[3] In 1997, the UN Economic and Social Council institutionalised gender mainstreaming in development policy for UN programs. The ECOSOC agreed conclusions 1997/2 are the most widely accepted and define gender mainstreaming as: "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (UNECOSOC 1997) UN ECOSOC agreed Conclusion 1997/2: Chapter IV. Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations System.

[4] Council of the EU. 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. DG E HR. 1 December 2008.

Box 1 – Gender definition

> *"Gender* refers to the socially constructed differences, as opposed to the biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures[5]. Gender roles and relations are often altered during and after armed conflict. It is important to note that gender is not only about women, but about gender roles of both sexes, and that a gender perspective thereby also concerns the role of men."[6]

Emphasis on definition may seem pedantic, but without it, staff and policy makers lacked an anchor and understanding of gender, which impeded an EU approach. As the roles of females (women and girls) have been suppressed, undermined and underutilised, it is important to understand the mechanisms created to ameliorate this and which aim to create gender equity along the lines of the attributes described above. Enabling women's 'agency' –the capacity to make choices and to enact those choices - is also essential in addressing gender inequity and parallel to implementing a gender dimension.[7] This is particularly so in EU Member State and EC work in development, trade and aid. Human rights instruments are equally important across these areas and also reinforce women's rights. Men need to be equally involved and supportive in this endeavour – otherwise a continuing gender imbalance occurs (and resistance to incorporating a gender perspective prevails).

There still remain challenges in conflict assessment and fact finding. As Sheriff writes: "… many of the frameworks used by Member States for conflict analysis are gender-blind. Most conflict assessment frameworks either neglect or include only cursory treatment of gender issues."[8] Important aspects for women's agency in EU external relations programmes and policy, are participation, decision making and engagement – from peace negotiations to aid distribution; from DDRRR[9] to development; from reconstruction to elections; from international trade to governance and security system reform (SSR); and in peacebuilding and nation-building.

Framing women's participation in processes is a politicised undertaking, particularly in international and regional fora such as the EU. The path towards gender mainstreaming, the impact on increasing women's agency; and having to grapple with competing perspectives of where the important targets lie, must also be tackled in conjunction with what the important targets are. This is a very broad spectrum – reproductive rights; quotas of gender balance; access and ownership; combating Gender–based Violence (GBV); political, social and economic rights and changing male's (and female's) opinions and attitudes via incorporating a gender perspective. What is also important is working parallel on both increasing women's agency and creating a paradigm shift by incorporating gender

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[3] European Commission. DG Employment, Social Affairs and Equal Opportunities. One Hundred Words for Equality : A glossary of terms on equality between women and men, 1998.

[6] Council of the EU Doc. 15671/1/08 REV 1. DG E HR. 1 December 2008. Op. cit

[7] Gya, Giji "Global policy and gender mechanisms – making a difference? The role of UN and EU". forthcoming.

[8] European Centre for Development Policy Management. Sheriff A., Barnes K.. Enhancing the EU response to women and armed conflict with particular reference to Development Policy, ECDPM, Study for the Slovenian Presidency of the EU. 4 April 2008. p. 6

[9] DDRRR is "Disarmament, Demobilization, Repatriation, Resettlement and Reintegration." This is the process to disarm combatants/rebels/militants and those associated with fighting forces – which can include girls and women as combatants, cooks, "wives" or sex slaves and child soldiers. Boys are also recruited as child soldiers and sexually abused.

mainstreaming[10] and having the gender perspective as a logical manifestation and natural inclusion – that is, not requiring a second thought or a 'specialist' for implementation.

Added to this challenge are two other facets, commitments, as well as action, for implementing a gender dimension within existing international and regional partnerships and collaboration on gender mainstreaming within the complex EU structure itself. Essentially, the two aspects which the EU must mainstream are: i) gender equality and parity – that is ensuring implementation of a gender dimension; and ii) women's 'empowerment' or agency.

1.2   EU commitments within international frameworks

This section outlines major international frameworks to which EU Member States are party and should synergise with any EU policy and also upon which some EC and Council policies are based.

1.2.1   Human rights, equality and security - CEDAW, Beijing Platform for Action, UNSCRs and MDGs

Based on the fundamental of equality of women as enshrined in the UN Charter, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was created in 1979 and entered into force after 30 ratifications in 1981.[11] Considered an "international bill of rights for women", CEDAW is probably seen as the main international instrument on women's equality[12] – such that states party are required to submit reports on progress towards equality and violations against women. It is used as a fundamental basis for many women fighting for and insisting on equality and rights. All EU Member States are signatories to the convention. There however remain difficulties in its implementation, particularly for Council and Commission work, if the target country is resistant to its commitments - as demonstrated in Box 2.

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[10] Gender mainstreaming itself has been the subject of fierce debate as to its efficacy. Acknowledging this, mainstreaming is used through this text to generally identify working on increasing/enhancing or implementing gender perspectives or awareness, not the method in which it is undertaken. This debate is well covered in other literature.

[11] Convention on the Elimination of All Forms of Discrimination against Women was adopted by the General Assembly in 1979 by votes of 130 to none, with 10 abstentions. Today, 185 countries (of 192) are party to the Convention, with the US having signed, but still not ratified.

[12] http://www.un.org/womenwatch/daw/cedaw/ The Convention defines discrimination against women as "...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field." By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms.

Box 2 – Implementation of equality

> Having ratified CEDAW in 2003, Afghanistan is preparing a CEDAW report (with technical assistance from UNIFEM). Unfortunately, Afghanistan is in violation of CEDAW, which is further exacerbated by Afghan's legal system being a combination of international, national and sharia law. Indeed, many judges and police are unaware of Afghanistan's commitment to international treaties and laws[13] – particularly in crimes against women – thus conforming to rule-of law is haphazard at best and non-existent at worst. This also has implications for work of the EU ESDP mission – EUPOL Afghanistan – which is mandated with advice on police and judicial reform in Afghanistan and thus has to juggle the contradiction with Afghanistan's commitments and reality.

Following CEDAW, other major international instruments include: the Beijing 'Platform for Action' (PfA) from the 1995 4th World Conference on Women, which outlines a framework in all areas to assist countries in developing strategic action towards gender mainstreaming, women's empowerment and equality;[14] UN Security Council Resolution (UNSCR) 1325 (2000) on women, peace and security (the first ever UNSCR on women); UNSCR 1820 (2008) on sexual violence in conflict; and the Millennium Development Goals (MDGs 2000) - the third goal being to "to empower women and promote gender equality". The Council of Europe also has a *Convention for the Protection of Human Rights and Fundamental Freedoms*. All EU Member States are party to all of these. Under the French EU Presidency, in the lead-up to Beijing +15 meeting in 2010, the Council adopted a review of Member States and European institutions on implementation of the Beijing World Conference Platform for Action in the critical area of concern "Women and Armed Conflict".[15]

These instruments are also used as a framework for development of EU policy, plus EU action on gender equality and women's empowerment through coordinated efforts at UN level – such as the UN Action Against Sexual Violence in Conflict, chaired by UNDP.

1.2.2   Aid, development and nation-building – Paris Declaration, OECD, UNDP, Accra

Internationally, commitment to gender in aid and peacebuilding/nation-building is still weak. The Paris Declaration on Aid Effectiveness has been criticized for its gender blindness: "Gender equality

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[13] Women, Peace and Security in Afghanistan – Implementation of UNSCR 1325. medica mondiale, October 2007.

[14] Paragraph 1: "The Platform for Action (PfA) is an agenda for women's empowerment. It aims at accelerating the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women and at removing all the obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making. The Platform for Action reaffirms the fundamental principle set forth in the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights, that the human rights of women and of the girl child are an inalienable, integral and indivisible part of universal human rights." It is important to note that the Beijing PfA posits the action in a framework "for achieving political, social, economic, cultural and environmental security among all peoples", not just women (Paragraph 41). http://www.un.org/womenwatch/daw/beijing/platform/plat1.htm Vis-à-vis commitments, the PfA encourages action from the UN, regional institutions (which would include the EU) and governments: "Governments have the primary responsibility for implementing the Platform for Action. Commitment at the highest political level is essential to its implementation, and Governments should take a leading role in coordinating, monitoring and assessing progress in the advancement of women. ... As part of this process, many States have made commitments for action as reflected, inter alia, in their national statements." See "Institutional Arrangements" paragraph 293 http://www.un.org/womenwatch/daw/beijing/platform/plat2.htm.

[15] Women and Armed Conflict. 2916th Employment, Social Policy, Health and Consumer Affairs Council Meeting.

has not been explicitly addressed in the Paris Declaration"[16] and even the monitoring assessment released by Organisation for Economic Co-operation and Development (OECD) in 2008 does not include gender analysis.[17] However, in the framework of the 'EC-UN Partnership on Gender Equality for Development and Peace', the EC and UN are conducting ongoing joint assessment of the impact of new aid modalities on gender equality.[18] Vis-à-vis Africa, the ACCRA Declaration on human rights notes the need to "mainstream gender in all human rights structures and approaches'.[19]

The EU assists UN Development Programmes (UNDP) and is one of its core donors, for example, contributing 500 million Euros in 2005. UNDP staff in Brussels also contribute to facilitating the response of the UN to EC draft financial instruments, evaluations, or development strategies (AIDCO evaluation and other policy papers). UNDP has a strong gender programme for women's empowerment, including the development of a Gender Expert Roster and a comprehensive Gender Equality Strategy 2008-2011[20] that includes "Lessons Learned", a review of gender mainstreaming scorecards and accountability mechanisms. The EC-UNDP strategic partnership covers the areas of: governance, conflict prevention, and post-conflict reconstruction including linking relief, rehabilitation and development (LRRD) and includes gender and human rights as 'cross-cutting issues'.[21] Thus this is an important partnership by the EU for furthering its financial support of gender in development, as well as learning from: UNDP's practices; strategies (particularly on gender focal points and capacity building); tracking of allocations and expenditures for gender equality and women's empowerment through "ATLAS"; and reviews of UNDP's own work.

1.2.3   EU's neighbours – ENP, trafficking, Rome Statute

Two main gender dimensions should be of focus for enlargement and European Neighbourhood Policy (ENP)[22] – namely gender equality and human rights. First, vis-à-vis gender equality, accession of candidate countries to the EU should ensure a similar level (to EU Member States) of gender equality, access and participation in government, employment and decision-making areas. The 1948 Universal Declaration of Human Rights enshrines the equal rights of men and women and the aforementioned CEDAW are main international commitments by EU Member States to women's rights. Gender and women are also regularly discussed within the framework of the Euro-Mediterranean Partnership, the latest being the Istanbul process: financing for gender equality and women's empowerment in the context of the 52nd Session of the Commission on the Status of Women (CSW).[23]

Second, violence against women and trafficking in human beings in the EU and across neighbouring regions and candidate countries must be combated. The Rome Statute (July 2002) of the

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[16] OECD-DAC. Paris Declaration Commitments and Implications for Gender Equality and Women's Empowerment. Paper for consideration by the OECD-DAC Network on Gender Equality & the OECD-DAC Working Party on Aid Effectiveness. DCD/DAC/GEN(2006)1. 6, 7 July 2006

[17] OECD. Better Aid 2008 Survey on Monitoring the Paris Declaration, "Making Aid More Effective By 2010".

[18] UN publication: Improving Lives: Results from the partnership of the United Nations and the European Commission in 2007

[19] Media Foundation for West Africa. Accra Declaration on Human Rights in Africa. 28 November

[20] UNDP. Equality Strategy2008-2011. Empowered and Equal Gender. See also the general page http://www.undp.org/women/

[21] The UN and UNDP in Brussels http://www.undp.org/eu/undp_brussels_partnerships.shtml

[22] The European Neighbourhood and Partnership Instrument covers Community assistance to Algeria, Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Palestinian Authority, Russia, Syria, Tunisia and Ukraine.

[23] European Union @ United Nations. Partnership in Action.   Available at: http://www.europa-eu-un.org/articles/en/article_7727_en.htm

International Criminal Court also recognises rape and other forms of gender-based violence as crimes against humanity, of which the EU "strongly defends the integrity"[24] and calls to avoid duplications with the Court of the EU. EC Delegations also promote other states and EU Member States prod candidate countries to ratify the Rome Statute.[25]

Vis-à-vis trafficking, at least 4 million women and girls are sold into sexual slavery each year.[26] The main international framework to combat trafficking is the *Convention against Transnational Organised Crime with its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*.[27] In addition to CEDAW, this instrument provides the framework for global cooperation on sex trafficking and developments for policy with the EU's neighbours.

1.2.4   International trade – FfD, WTO, Doha

In regards to EU focus on trade and external action, the UN framework on Financing for Development (FfD) is a main mechanism for international commitments. The EU is a key player in the World Trade Organisation (WTO) as the EU's common trade policy enables the European Commission to negotiate on behalf of the Member States. The EU is criticised directly by some lobby groups in that its trade policy "dismisses questions of social justice, gender justice, the environment and sustainable development."[28] In the current round of negotiations in this framework - the Doha Development Agenda (DDA) – the NGO platform Women in Development Europe (WIDE) critiqued that the conference "produced minimal outcomes for gender equality"[29]. Other aspects of international trade include Corporate Social Responsibility (CSR), which has been criticised in its various frameworks for lacking a gender perspective. One of the major international fora and platforms on CSR –the UN Global Compact - does not include a strong gender perspective, but does include a warning on gender discrimination in employment law[30] in its section on human rights and a note on women vis-à-vis aiding discriminated groups by allowing freedom of association[31] in its section on labour of the 10 principles.

The EU needs to work along two parallels regarding these international commitments. Firstly, ensuring that these commitments are harmonised into Commission and Council policy and action; secondly that EU Member States and EU institutions promote and encourage these international commitments with partners and recipient countries of EU donations and actions.

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[24] Wellenstein E. . Statement by Mr Edmond Wellenstein, Representative of the Netherlands, on behalf of the European Union, The Hague, 6 September 2004. Third Assembly of State's Parties.

[25] Baylon G. J. (2008). EU prods to ratify Rome Statute. Balita.ph. 2 October 2008.

[26] UNFPA http://www.unfpa.org/gender/violence1.htm

[27] European Commission. Freedom Security and Justice. EU Action Against Trafficking in Human Beings.

[28] Section 1. Social Rights Bulgaria: EU trade policy dismisses social and gender justice and undermines environmental sustainability. 21 March 2006.Social Rights Bulgaria, 21 March 2006.

[29] WIDE. Bengoa J., Antolin L., Foerde J. H. (2008). Doha Conference on Financing for Development : women´s rights advocates´ action produced minimal outcomes for gender equality". " By Juana Bengoa, Luisa Antolin and Janice G. Foerde.

[30] http://www.unglobalcompact.org/AboutTheGC/TheTenPrinciples/Principle2.html

[31] http://www.unglobalcompact.org/AboutTheGC/TheTenPrinciples/principle3.html

2   EU STRUCTURE IN EXTERNAL RELATIONS

Areas where pillarised and thematic policies and programming on external actions overlap in the EU include: crisis management; conflict prevention; post-conflict reconstruction; peacebuilding and fighting organised crime. As an example, areas relevant to gender mainstreaming in external relations vis-à-vis conflict include – diplomacy, programming and crisis management, which have specific actors (see Table 1), but can also overlap when it comes to implementation.

Table 1 - EU structure relevant to gender mainstreaming and women's empowerment in external relations

(adapted from Sheriff, "Table on EU related institutions relevant to women and armed conflict" p.46)

	European Commission	Council of the EU	European Parliament	EU Member States (MS)
Diplomatic Action	• DG External Relations • DG Development (for ACP countries)	• GAERC • High Representative • PMG • Council Working Groups (COHOM,CODEV,CIVCOM and regional working groups) • EUSR • Council Secretariat • SR of the SG/HR for HR	• Relations with MS constituents and Parliaments	• MS Foreign Ministries MS Embassies / Missions
Multilateral and bilateral programming	• DG External Relation • DG Development • DH ECHO (Humanitarian Aid) • EC Delegations		• DEVE, DROI and FEMM Committees	• MS Development Cooperation Ministries /Agencies • MS Operational Development Agencies • MS Embassies/Missions
Crisis Management	• DG Relex (including the Crisis Room) • DG Europe Aid (implementation)	• SITCEN, PSC, CIVCOM, PMG, EUMS, EUMC • ESDP Missions	• AFET,Committee SEDE,Sub-committee	• MS contribution to ESDP missions

Much of the work (and finances) on gender and women in the EU institutions have until now come under the 1st pillar of the EU - Directorate-Generals (DGs) of the Commission of DG Employment, Social Affairs and Equal Opportunities; or on aid (Europeaid/DG AIDCO), emergency relief (DG ECHO) or development (DG Development).[32] Only recently have 'women' or 'gender' featured in the security discourse of external relations and begun to feature on the agenda, both in EU and NGO circles in Brussels. EU work on gender and security has further increased with recent integration of "security

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[32] Two main Commission instruments on gender – which focus on equality and development – are the Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: "A Roadmap for equality between women and men". 1 March 2001 and Communication from the Commission to the European Parliament and the Council on "Gender Equality and Women Empowerment in Development Cooperation". 8 March 2007

and development nexus" in policies, with the Council Conclusions on the topic acknowledging the need to build "synergies" with "due regard to cross-cutting issues such as human rights, gender, including the implementation of UNSCR 1325".[33]

In the Commission, work on external or international areas falls under the Directorate-General for External Relations (DG Relex) as well as DG Development, DG AIDCO, DG ECHO and DG Trade. DG Enlargement can also cover external relations in-as-such as policies on, and programming in, candidate countries. The work of Unit of the Personal Representative of the EU Secretary General/High Representative on Human Rights also includes gender and women. Action against human trafficking is situated under the third pillar in the Directorate-General for Justice, Freedom and Security. In the Council General Secretariat DG E (Affaires extérieures et politico-militaires), there are two individuals that are consulted on gender – one in DGE8 (military) and one in the Civilian Planning and Conduct Capability (CPCC). Interestingly, the most comprehensive DG, website and strategy on gender lies in the remit of DG Employment, Social Affairs and Equal Opportunities. This DG also covers an 'external' dimension. It is also this DG that has developed the first comprehensive EU policy on women - the *Roadmap for Equality between Women and Men* adopted on 1 March 2006, which covers EU actions on equality for the period 2006-2010.[34] The *Roadmap* also includes promotion of gender equality in external and development policies.

Staff

One challenge is the relatively low number of staff dedicated to working on gender in external action. The current figures are: Commission – one/two in DG Relex; approximately 23 policy and financial staff in DG for Employment, Social Affairs and Equal Opportunities,[35] two part-time in DG Development; 7 in DG AIDCO and 2 in DG ECHO; Cabinet - one in the HR Unit; Council - two in DG E. Furthermore, many of these staff are double or triple-hatted – i.e. do not work full-time on integrating gender dimensions in external actions and policies. This obviously will impact on the ability to establish, implement, monitor and evaluate gender mainstreaming in the EU. One problem is having gender experts sitting in horizontal units at the same level with others, as this does not give them an oversight role and necessary authority. Gender expertise should be included at high levels and it can then be replicated at technical levels.

Structure

Relative to the UN, the EC does not have a "gender" DG, which would bring together any action on a gender dimension or work on women's agency in the EC. Comparatively, the UN has a vast gender architecture, with several agencies that are dedicated to gender, women and gender mainstreaming, such as: the UN Development Fund for Women (UNIFEM), the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the Interagency Network on Women and Gender Equality (IANWGE), the UN Population Fund (UNFPA) and the UN International Research and Training Institute for the Advancement of Women (UN

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[33] Council of the EU. EU External Relations Council Conclusion. Council Conclusions on Security and Development.19, 20 November 2007. .

[34] European Commission. Communication from the commission to the council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. A Road map for equality between women and men. SEC(2006) 275. 1 March 2006

[35] There is 16 staff in the Unit on Equality between Men and Women and 7 staff in the Unit on Gender Equality and Anti-discrimination. The later unit would cover any gender equality requirements for accession/enlargement states, but only one staff worked on external relations and this was from a UN aspect. Any other staff working on external relations in this DG is on demand or ad-hoc.

INSTRAW). The EU has proposed a Gender Equality Institute, which is yet to be operational and will be discussed in more detail later in the study. There remains the question of whether a gender DG is needed, or whether it would be preferable to develop more substantial gender units – particularly within the new External Action Service. For the EU, the latter seems best, as it is a question of gender architecture over structure. It is a case of designing gender into the "building" as a whole rather than construction of a completely new edifice – i.e. thinking differently inside the box.

Gender balance

The aspect of empowerment of women works along two facets of gender balance – or as this author prefers, gender parity. On one side, utilising the expertise and perspectives of women in EU staffing and on the other side, this parity in the EU demonstrates to stakeholders with whom the EU engages in conflict, post-conflict, peacebuilding and development arenas, whether the EU practices what it preaches on gender. Table 2 shows the gender balance in the EU institutions.

Table 2 – Gender balance in permanent administrator function positions in EU institutions*

Commission	Number of females (total staff in brackets)	% females	Council Secretariat	Number of females (total staff in brackets)	% females
DG RELEX senior	2 (19)	10.5	DG E 8	15 (26)	57.7
DG RELEX	78 (310)	25.2	DG E 9	11 (20)	55
DG Development senior	0 (8)	0	CPCC	23 (36)	63.8
DG Development	42 (155)	27.1	EUMS	18 (20)	90
DG Enlargement senior	0 (6)	0	HR Unit	9 (10)	90
DG Enlargement	25 (94)	21	Office of the High Representative	13 (22)	59.1
DG Trade senior	2 (11)	18.2	Senior (A/D) positions	646 (1301)	49.7
DG Trade	89 (244)	36.5	EU SRs	0 (11)	0
DG ECHO senior	0 (2)	0	EU PRs	2 (4)	50
DG ECHO	30 (69)	43.5			
DG AIDCO senior	3 (10)	30			
DG AIDCO	70 (260)	26.9			
EC Delegation Senior Heads	1 (17)	5.9			
EC Delegation Heads of Unit	14 (134)	10.4			
Commissioners	10 (27)	37			

* Figures provided by spokesperson's offices of the Commission and Council and public information, taken for the latest year of collated data; non-senior Commission figures are from "Distribution of officials and temporary staff by Directorate General and function group (all budgets) 25/7/2008"; senior Commission figures are from the spokeperson's office. Other figures at January 2009 from personally queried sources from the Council.

 # Note: "senior officials" refers to those occupying posts of Director, Director-General, or equivalent.

^ Council Secretariat staff only. Seconded National Experts are not included in this table – which would change the percentages markedly.

2.1   EU partnerships

The UN and EU could be considered as two institutions most prominent internationally working on aid, development, peace, security, post-conflict and peacebuilding/nationbuilding. Synergies are found within peacekeeping missions and support; in development programmes; in humanitarian assistance; in international trade and in tackling horizontal issues that cross borders, such as health, climate, and trafficking. The EU exerts its influence through and in partnership with the UN. Thus, aside from a unique EU approach, "working in the UN framework to secure universal rights… and an emerging consensus on a strengthened UN gender architecture"[36] is essential and the EU could also place greater emphasis on building on and using UN action and policies on gender, in conjunction with its support to the UN of over 1.1 billion euro in 2007.

EU Member States are also members of other partnerships such as: the Council of Europe; the Organisation for Security and Cooperation in Europe (OSCE); the OECD; and NATO (21 of 27 EU Member States). All of these organisations/alliances/partnerships have various policies on gender, hence the EU Member States party should also follow these commitments.

The Council of Europe adopted Resolution 1385 on *Conflict Prevention and Resolution: the Role of Women*[37] in 2004. The OSCE adopted an *Action Plan for the Promotion of Gender Equality*[38] also in 2004. The OECD has numerous tools and policies on gender equality and development[39] and the OECD-DAC in particular has recently developed a chapter vis-à-vis gender and women for the DAC handbook on SSR.[40]

With attention to NATO due to France's return to the integrated military command and an increasing interface between military ad civilian domains in crisis management and peacebuilding, military partnerships are an important aspect to consider with gender mainstreaming. Unknown to many, NATO and CIMIC have been making advances on gender mainstreaming. These include a 2006 Civil-Military Co-operation Centre of Excellence seminar on Gender Issues and Civil Military Relations[41] and the 2007 *Committee on Women in NATO Forces Handbook*.[42] NATO in particular has shown interest in implementation of 1325 – especially with experiences in Kosovo, Afghanistan and Iraq. At a NATO conference on the implementation of 1325 in Vienna in 2008, the Deputy Assistant Secretary General for Security Cooperation and Partnership of NATO closed the day with remarks that there are two keys in implementing 1325 - the presence of women and cooperation across Ministries[43] – i.e. a whole of government approach.

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[36] Introduction by Commissioners Benita Ferrero-Waldner and Louis Michel, "Improving Lives: Results from the partnership of the United Nations and the European Commission in 2007" http://www.undp.org/eu/documents/UN-EC-partnership-report.pdf

[37] Council of Europe. Parliamentary Assembly Resolution (2004) 1385. Conflict Prevention and resolution: the role of women.

[38] OSCE. Decision No. 14/04. 2004 OSCE Action Plan for the Promotion of Gender Equality.

[39] OECD. Gender and Equality and Development, DAC Gender Network: Key Publication and Documents.

[40] OECD. OECD DAC Handbook on Security Sector Reform. "Section 9: Integrating Gender Awareness and Equality. OECD 2009 Edition

[41] April 2006, CIMIC and Gender: Moving Towards Inclusion - Seminar on Gender issues and Civil Military Relations. http://www.cimicgroupnorth.org/cic/gender.html

Report:http://www.cimicgroupnorth.org/download/Online/gender.pdf

[42] NATO. Committee on Women in the NATO Forces. Handbook for Delegates. March 2007

[43] Deputy Assistant Secretary General for Security Cooperation and Partnership, Ambassador Robert F. Simmons, in Summary Report: Women In Armed Conflicts – The Implementation of UN Security Council Resolution 1325. 19 February 2008, National Defence Academy, Vienna.

3 THE EUROPEAN UNION - EXISTING COMMITMENTS AND ASSESSING CURRENT POLICY INSTRUMENTS

Gender awareness in external relations is gradually gathering speed across the EU. Significant advances have been made in the Council and Commission, as will be outlined below. However, the EU is still to devise an overall EU gender strategy (the aforementioned *Roadmap on Equality* is the only all-encompassing strategy, but concentrates mostly on gender equality and in Community policy) – although the question remains as to whether this would be needed. What is essential is that synergies and communications on gender mainstreaming across DGs and across the Commission and Council are ensured – and 2008 was the year where this seems to be eventuating.

To examine instruments implementing gender mainstreaming and empowerment of women in the structure of the EU, a brief overview of how gender is relevant in external relations in various aspects of the institutions and policy frameworks of the EU is provided. One hindrance to gender mainstreaming is that the EU maintains a complex range of instruments and programmes across differing decision making structures for external action. These structures, as well as where gender approaches are required, are investigated in the following sections. Each subsection will also include a brief overview of the relevant financial instruments. A summary of main EU instruments and policies is provided in Annex 2.

3.1 CFSP and ESDP

The increase in EU missions (currently 15 active missions[44] – compared to 16 of the UN), means that coherence needs to be ensured when the international community deals with peace and security – including the cross-over with civilian aspects of crisis management and peacebuilding - and in particular, applying gender awareness.

Box 3 Gender in ESDP missions

> "Working with a gender perspective inside a military force clearly supports the work and results of the operation. In particular, it improves collection and gathering of information and intelligence and supports the objective to gain credibility among the local population… so that they feel trust and credibility in us and our work. In this context, it is vital to work towards the local female population, which has not always been the case in previous missions".
> Charlotte Isaksson, Former Gender Advisor, EUFOR RD Congo[45]

As noted above, having a gender perspective in a military mission greatly increases operational effectiveness. The EU is increasingly leading in deployment of civilian missions - of the 15 missions, 11 are civilian - which interface towards nation building, hence application of a gender dimension is of paramount importance. The EU has many instruments for dealing with these aspects, but spread-out and fragmented. Despite this, the EU can bring "considerable added value as a positive actor in responding to women and armed conflict, closely mirroring the EU's potential as an actor in conflict

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[44] For an updated summary of ESDP missions, including gender aspects, see International Security Information Service http://www.isis-europe.org/index.php?page=responding

[45] EU Operation Headquarters, Operation Commander Lieutenant General Karlheinz Viereck. Final Report on Gender Work inside EUFOR RD Congo

prevention".[46] The main policy frameworks for CFSP and ESDP in which to integrate gender are as follows.

3.1.1 The European Security Strategy

In a broader policy rubric of security for the EU, the European Security Strategy (ESS) itself is gender blind (referring only twice to women – in the context of victims of trafficking) and gender awareness should continually be pushed in the ongoing adjustments and changes of the EU system. However, this is currently happening, with the recent report on the ESS to the Council by the EU High Representative Javier Solana, on 12 December 2008.[47] Finally a reference to a gender dimension in the European strategy framework on security, with the report acknowledging that: "Effective implementation of UNSCR 1820 on sexual violence in situations of armed conflict is essential". It also recognises the "role of women in building peace" and notes that "Effective implementation of UNSCR 1325 on women peace and security and UNSCR 1612 on Children in Armed Conflict is essential". This is a major step for EU security policy towards integrating a gender dimension.

3.1.2 ESDP, crisis management and peacebuilding

The EU plays a major role in crisis management and peacebuilding in the Balkans and African conflicts, as well as other mandates - such as monitoring, border assistance and SSR missions in developing and post-conflict countries. These types of 'civilian' missions which partake in nation and peacebuilding, in particular require high gender sensitivity and awareness if they are to be sustainable and beneficial in the long-term to women's agency. For example, currently there are ESDP missions on SSR in: Guinea-Bissau (EUSEC Guinea Bissau); DRC (EUSEC RD Congo); on judicial and police reform in the DRC (EUPOL RD Congo), Iraq (EUJUST-Lex Iraq), Palestine (EUPOL COPPS) and Afghanistan (EUPOL Afghanistan); on border assistance in Palestine (EUBAM Rafah).[48] Security and judicial aspects directly relate to sexual exploitation and abuse (SEA) and gender based violence (GBV), as well as ensuring women's security, human rights and agency with recourse to judicial process for punishment.

Targeting implementation of gender mainstreaming should not only focus within ESDP missions themselves, but also the interface between the remit of the Council Secretariat and that of the Commission in development and aid polices, as well as programming and financing.

In implementing a gender dimension in ESDP missions, in 2005 after the problems with sexual abuse by UN peacekeepers, the Council issued *Generic Standards of Behaviour for ESDP Operations.*[49] Then the first policy acknowledging *UNSCR 1325 on women peace and security* was established with the

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[46] For an in-depth analysis see: European Centre for Development Policy Management. Sheriff A., Barnes K.. Enhancing the EU response to women and armed conflict with particular reference to Development Policy, ECDPM, Study for the Slovenian Presidency of the EU. 4 April 2008.

[47] Council of the EU. Report by the EU High Representative Javier Solana, in association with the European Commission on the implementation of the European Security Strategy: Providing Security in a Changing World – Statement on strengthening international security. "Declaration on strengthening capabilities" S407/08 11. December 2008.

[48] For a mapping of decisions on EU instruments/policies go to http://isis-europe.org/index.php?page=responding

[49] Council of the EU. Council Secretariat document to delegations. Generic Standards of Behaviour for ESDP Operations. Doc 8373/3/05 Rev 3.

Council document *Implementation of UNSCR 1325 in the context of ESDP*[50] in September 2005 which broadly outlined elements of 1325 and general measures for implementation and established an EU security focussed document for the first time substantively including gender. It also commissioned the EU Institute for Security Studies to conduct a case study on gender mainstreaming with regard to ESDP operations.[51] Although *Implementation of UNSCR 1325 in the context of ESDP* shrank a lot in substance from its original drafts, it has served as a base reference on which to build support for further developments.

In July 2006, the Council Secretariat released a document to delegations giving a *Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations*.[52] The Council *Checklist* provided a reasonably clear outline of when and where to mainstream gender and was a major step in concretising implementation. However, the document was weakened by prefacing most of the recommendations with 'should' and not providing the 'how' of "analysing the specific situation of men and women" or devising a "gender summary" or "contact with local women's groups". It also did not address the taboo issue of the masculinised military sector, nor did it provide greater understanding of gender perspectives and gender bias in field operations. Despite weaknesses, it provided a basis for staff working on gender implementation to support their work in a security area normatively resistant to a gender dimension.

Following this, in November 2006, the Council issued *Conclusions promoting gender equality and gender mainstreaming in crisis management*.[53] These Conclusions acknowledge that gender awareness and sensitivity contribute to operational effectiveness and stipulate that a gender adviser should be appointed for *all* EU missions and operations. As a result, as at December 2008, nearly all ESDP missions have a gender advisor (with the exception of EUSEC Guinea-Bissau, EUBAM Rafah and EUMM Georgia). The Council understood that operationally, gender sensitivity must be assured throughout the chain of command, and training should be undertaken at all levels and address stereotypes to redress gender equality. In particular, the Council stressed a zero tolerance policy towards sexual exploitation and abuse, gender-based violence and prostitution (as was iterated on the 'soldier card' for the ESDP EUFOR RD Congo mission in 2006),[54] and called for retribution for any violations (although this is the responsibility of EU Member States, hence the need for 1325 NAPs). The

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[50] Council of the EU. Council Secretariat document to delegations - Implementation of UNSCR 1325 in the context of ESDP. Doc 11932/2/05 Rev2.

[51] EU-ISS. Batt J., Valenius J.: Gender Mainstreaming: Implementing UNSCR 1325 in ESDP Missions.

[52] Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations (doc 12068/06) http://register.consilium.europa.eu/pdf/en/06/st12/st12068.en06.pdf

[53] Conclusion of the General Affairs and External Relations Council (GAERC) of the Council of the European Union Secretariat document (14884/1/06 Rev1) on promoting gender equality and gender mainstreaming in crisis management. 13 November 2006
www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/gena/91617.pdf

[54] For further in depth studies of gender in ESDP missions, see Good and Bad Examples – lessons learned from working with UNSCR 1325 in international missions. Genderforce, Sweden. www.genderforce.se and http://www.polisen.se/mediaarchive/4347/3474/7398201/Goda_och_daliga_exempel_EN.pdf ; Valenius, Johanna, Gender mainstreaming in ESDPs. Chaillot paper no. 101, EU-ISS. www.iss-eu.org/chaillot/chai101.pdf; Sarah Maguire, 2008 "Implementation of UN SCR 1325 in Kosovo: Lessons Learnt to Inform EULEX Kosovo"; and Giji Gya, Charlotte Isaksson and Marta Martinelli, 2008. "Gender Mainstreaming into ESDP missions in the Democratic Republic of the Congo" http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=93

Conclusions also highlighted that thematics of SSR and DDR should not exclude women from assistance packages and reintegration activities[55].

Further advances include gender mainstreaming being evaluated in the 'lessons learned' (or lessons identified) processes of ESDP missions. Even further, the Council DG9 Policy Unit undertook training for Heads of ESDP missions in 2006 into which gender perspectives were mainstreamed. The Politico-Military Group to the Council Secretariat also requested Member States to exchange their best practices on gender in national mechanisms and ESDP missions. This led to an internal report in 2006, which has yet to be used or followed up.

The complexity of civilian-military and crisis response divisions and cross-overs

The EU's evolution into crisis management has meant a blurring of Commission and Council responsibilities and actions in cross-cutting areas. One example is that SSR and DDR cross over competencies and responsibilities. The Commission developed the *EU Concept for Support to DDR* in 2006.[56] However, the concept was worked upon jointly by Council Secretariat and Commission staff and soundly mainstreamed gender throughout the document, thus synergies at working level are prevalent. However in implementation in the field, there remain tensions between the Council and the Commission on competencies in these areas and division of labour. Cross-cutting areas are also an example of where the EU should – and indeed has begun to – use and build on tools developed by NGOs and other organisations. One such example here is the DCAF, OSCE and UNINSTRAW *Gender and SSR Toolkit*[57], which was launched and well received in 2008 and is now distributed and used in relevant DGs in the Commission and Council as well as by government representations, ESDP missions and EC Delegations. The Commission has also supported a series of roundtables in 2009 for training EU institutional staff on the toolkit.

The June 2007 *EU Programme for the Prevention of Violent Conflicts*, in particular highlights that "gender mainstreaming is an integral element of analysing conflict situations and setting strategic objectives of ESDP missions"; and the need to "strengthen expertise in the area of conflict analysis and specific thematic issues such as Security Sector Reform (SSR), Disarmament, Demobilization and Reintegration (DDR), transitional justice and gender - including further implementation of UNSCR 1325."[58]

The complexity of conflicts and response is also evidenced in the struggle by the EU to frame the context of fragility. The Portuguese EU Presidency commissioned a report on situations of fragility,[59] which iterated the now common perception (even through it still finds barriers to acceptance) that

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[55] "The Council emphasizes that gender perspective should be incorporated in EU´s policies and activities on Security Sector Reform (SSR) and Disarmament, Demobilization and Reintegration (DDR). DDR programmes should ensure that female combatants are identified and registered early and that both sexes can participate equally in these programmes. Women need to be ensured equal access to the assistance package to which they are eligible under the DDR programme and to be involved in economic reintegration activities."

[56] EU Concept for support to Disarmament, Demobilisation and Reintegration (DDR)

[57] Geneva Centre for Democratic Control of Armed Force (DCAF). Bastick, M., Valasek, K.. Gender And Security Sector Toolkit.

[58] Presidency report to the European Council on EU activities in the framework of prevention, including implementation of the EU Programme for the Prevention of Violent Conflicts as adopted by the Council (GAERC) on 17 June 2007, (doc 11013-07).

[59] European Commission. Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. Towards an EU response to situations of fragility. SEC(2007) 1417. 25 October 2007.

women, in particular, can "act as drivers of change"[60] to address situations of fragility. This is also true for the emergence of the 'security-development nexus' and in November 2007, the EU Ministers of Development and Ministers of Defence met for the first time in a joint Ministerial and framed a new 'security-development' agenda[61]. However, this policy framework was a lot poorer in integrating a gender perspective and what eventuated was a diluted document, with no substantive plan for gender mainstreaming apart from a mention of building synergies across policies with "due regard to human rights and UNSCR 1325."[62]

Capabilities

There remains a huge lack of dedication and resources for working on gender integration so that it becomes fully mainstreamed in ESDP. Research and interviews from the study on *ESDP missions in DRC - From Commitment to Action – The EU Delivering to Women in Conflict and Post-Conflict. Implementing SCR 1325 and 1820 in EU missions: Improving immediate and long-term security for women,*[63] point out that there remains also a problem of resistance and scepticism on the 'value' of integrating a gender dimension in missions and Gender Advisors receive little political support from Brussels.[64]

To implement the existing knowledge on gender awareness and to increase women's agency needs financial, material and human capabilities. A major instrument of the EU in responding to civilian missions and conflict is the Civilian Headline Goal (CHG).[65] The CHG thus gives the framework for development of these capabilities. The relevance of the CHG is that personnel capabilities are included in this commitment and it is important to ensure gender awareness and positive gender sensitive recruitment and training of personnel prior to force generation. An improvement on the original CHG 2008 (2004), is that for the CHG 2010 (2007)[66] gender mainstreaming "into concepts and conduct of the CHG 2010 process" is identified as a concern for immediate action to improve quality of CHG.

Under the Lisbon Treaty, changes in the structures hope to better combine the 1st and 2nd pillar to enhance cohesion, coordination and consistency in EU work, including with the development of an External Action Service. This directly affects gender, as dealing with gender perspectives and women's agency is a 'horizontal issue' and crosses over (or connects) this pillar division, potentially involving also the third one.

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[60] Ibid.

[61] Security and Development - Conclusions of the Council and the Representatives of the Governments of the Member States meeting within the Council (doc 15097/07) 20 November 2007.

[62] Council of the EU: Council conclusion on Security and Development 2831st External Relations Council meeting Brussels. Build synergies between policies, with due regard for cross-cutting issues such as human rights, gender, including the implementation of UNSCR 1325 on Women, Peace and Security. Doc 15240/07. 19-20 November 2007.

[63] http://www.isis-europe.org/pdf/2009_artrel_242_esdp&drc-gender-report.pdf

[64] Giji Gya, Charlotte Isaksson and Marta Martinelli (2008). Draft Report on ESDP missions in the Democratic Republic of the Congo (DRC).

[65] The first CHG was approved in 2004 up until 2008. In 2007, a new CHG goal to 2010 was approved "Civilian Headline Goal 2010 (approved by the ministerial Civilian Capabilities Improvement Conference and noted by the General Affairs and External Relations Council on 19 November 2007 - doc. 14823/07)" https://www.consilium.europa.eu/uedocs/cmsUpload/Civilian_Headline_Goal_2010.pdf

[66] Council Secretariat document to COREPER – New Civilian Headline Goal (immediate action on new civilian capabilities with "mainstreaming of human rights and gender issues in concepts and conduct of the CHG 2010 process") (doc 14823/07) Council of the European Union, New Civilian Headline Goal 2010 only refers briefly to "The mainstreaming of Human Rights and gender issues into concepts and conduct of the CHG 2010 process."

Much of the policy on peacebuilding and post-conflict relief/reconstruction is initiated under the Commission (which under the current treaties has the right of initiative), while crisis management proper (civilian and especially military) falls under the Council.With the Lisbon Treaty, foreign and security policy as a whole will lie under the joint supervision (and initiative) of both institutions, through a new 'double hatted' High Representative for CFSP and Vice President of the Commission.

ESDP/CFSP - Current developments towards an EU gender approach on women peace and security

The glaring need to build a consolidated EU mechanism on 1325 and the newly adopted UNSCR 1820 on sexual violence against women, finally culminated on 1 December 2008 in the joint Council/Commission document welcomed by the Council of the EU and Javier Solana – a *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security.*[67] This approach brings together gender - and human rights dimensions of such - across all EU spheres of external action. It provides an overview of Council and Commission policy frameworks on gender and outlines steps for political support; training; exchanging information and best practices (intra institutionally as well as across pillars and with EC Delegations and ESDP missions); action at country and regional levels; integration in sector activity (DDR, SSR, governance, economic security, health, education, humanitarian aid); cooperation with other actors (including the UN); monitoring and reporting. It enables a cross pillar view of instruments relevant to 1325 and 1820 and serves as a building block for further developments – including a dedicated website and improved information sharing between EU actors. The strategy outlines a three-pronged approach to protect, support and empower women in conflict related situations and in long-term development cooperation, with the aim of achieving gender equality. Firstly, through integration in political and policy dialogue with partner governments; secondly, mainstreaming a gender equality approach in its policies and activities; and thirdly, support specific strategic actions such as EIDHR and IfS. Importantly, it also outlines a Task Force on women, peace and security to enable inter-institutional coordination, promote a coherent approach and consult with civil society. This is something that was recommended by many experts in reports and consultations to both the Slovenian and French EU Presidencies. Influence of the EU Presidencies will be discussed further in Section 4.2.2.

Financing crisis management and peacekeeping

There are no provisions for gender budget lines in financing of ESDP missions, apart from the salaries of gender advisors.[68] (The *Checklist* on implementing UNSCR 1325 in ESDP does outline requirements to refer to UNSCR 1325 in recruitment processes, although this does not always occur.[69]) This means that gender advisors have to either seek funding from mission contingency funds or voluntary contributions from EU Member States for raising gender awareness or developing gender projects. Recent developments in 2008 demonstrate that both policy and governments are now pushing for the inclusion of a budget for gender projects and mainstreaming in missions.

Instrument for Stability

The newly developed Instrument for Stability (IfS) replaces the Rapid Reaction Mechanism. The IfS aims to contribute to stability and capacity building in crisis or post crisis situations and building capacity. Although neither the Regulation nor the Strategy Paper 2007-2011 refer to gender or UNSCR 1325, under 'Funding priorities' the IfS outlines that assistance in response to situations of

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[67] Council of the EU. 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. DG E HR. 1 December 2008.
[68] Giji Gya, Charlotte Isaksson and Marta Martinelli (2008). Op cit
[69] Giji Gya, Charlotte Isaksson and Marta Martinelli (2008). Op cit

crisis or emerging crisis should highlight actions to promote: gender equality; women's participation in democratic decision-making; women's specific needs in crisis situations, including for DDR and exposure to GBV; the role of women in political processes and media.[70] Under the IfS, the Peacebuilding Partnership (PBP) includes grants to civil society groups and NGOs – including a focus on gender projects.[71]

3.2   Development and aid policies

The EU is the largest provider of development aid globally. As such, the approach of the EU to gender and gender mainstreaming in its policies is significantly important. However, gender mainstreaming within EU structures and policies is nascent and in external relations, is quite invisible to those who do not work in the field. For example, the European Commission webpage on "policies" does not even list gender or women.[72]

However those working in the field are familiar with the EC's efforts so far. In development policy, the EU "pursues a twin-track approach" towards a gender dimension:

- measures specifically designed to tackle gender inequalities
- incorporation of gender issues into all aspects of development policy ("mainstreaming").[73]

Assessing implementation of gender across the development sector is complex, as activities, programmes and financial support for such come under varying instruments and policies which have varying degrees of reference and guidelines gender mainstreaming, gender equality or supporting women's agency. Some specific areas – such as SSR and DDR - as previously discussed also come under the remit of the Council. This section summarises main policies and actions for gender mainstreaming and empowerment of women in the international development sector.

According to the recent report on Women and Conflict produced for the Slovenian EU Presidency,[74] gender in development policy framework is well developed since 1995, beginning with the *Council Conclusions on Integrating Gender in Development Cooperation*,[75] and a subsequent Toolkit produced by EuropeAid (DG AIDCO).[76] The 2005 *European Consensus on Development*[77] acknowledges that the promotion of gender equality is crucial in itself as well as being instrumental in achieving all the

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[70] European Commission. The Instrument for Stability. Strategy Paper 2007-2011. And European Commission. Instrument for Stability Document .

[71] Waldner F. B. . Speech by Commissioner Benita Ferrero-Waldner at the conference "Implementing UNSCR 1325 and 1820 in EU missions: Improving immediate and long-term security for women". French EU Presidency and UNIFEM in cooperation with the European Commission.

[72] http://ec.europa.eu/policies/index_en.htm "Gender Equality" is included in a sub-menu for the entry on "Employment and social rights", which is for internal relations - but the point is that it is not visible unless you know what you are looking for. Even the External relations webpage on policies does not list gender or women http://ec.europa.eu/external_relations/policies/index_en.htm

[73] European Commission. Development and relations with African, Caribbean and Pacific States. Gender Equality in Development Cooperation.

[74] Enhancing the EU response to women and armed conflict with particular reference to Development Policy Op Cit : p.6

[75] Council of the EU: Council Regulation (EC) on integrating of gender issues in development cooperation. (EC) 2836/98. 22 December 1998.

[76] http://ec.europa.eu/europeaid/sp/gender-toolkit/en/content/toolkit.htm

[77] Council of the EU. Joint declaration by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on the development policy of the European Union entitled "The European Consensus". Official Journal C 46. 24 February 2006.

MDGs (including promoting gender equality and empowering women) it states that "the EU will include a strong gender component in all its policies and practices in its relations with developing countries". As the Europe NGO Confederation for Relief and Development (CONCORD) notes, the EU is thus "legally and politically bound to promote gender equality and the rights of women and girls in its development policies and assistance."[78]

Of the current instruments, the 2007 *EC Communication on Gender Equality and Women's Empowerment in Development Cooperation*[79] was built from existing architecture such as the 2005 *Paris Declaration on Aid Effectiveness*[80] the *European Consensus on Development* and the *European Consensus on Humanitarian Aid* and further linked to the commitments made in the *EU Roadmap for Equality between Women and Men*.

The *EC Communication on Gender Equality and Women's Empowerment in Development Cooperation* commits EU donors to "ensure the effective implementation of strategies and practices that genuinely contribute to the achievement of gender equality and women's rights worldwide".[81] Yet what is lacking in much of the policy framework is a parallel guide to implementation and also a monitoring and evaluation framework. Some Country Strategy Papers (CSPs)[82] may include reference to either gender equality requirements or outline various development and action on gender equality and empowerment.[83] However, the European Parliament itself was critical of the Commission's advances in implementing gender in practice as well as weak integration in CSPs and a lack of "indicating any specific gender-related targets or activities", as stated in its resolution in March 2008 on a report on *Gender Equality and Women's Empowerment in Development Cooperation*.[84] CONCORD also notes that in the CSPs, "response strategy remains weak in its ability to adequately address gender problems. In several instances, gender is stipulated as a cross-cutting issue or is referred to rhetorically as "shall be mainstreamed" without clear indications of how this will be achieved nor financially supported."[85] A further challenge is the lack of clarity vis-à-vis criteria for disbursement of funding "tranches" to support the development of indicators, the size of tranches and criteria for use.[86]

In EC work on development, all instruments and budgets on development cooperation are the responsibility of the Commission, with budgetary scrutiny of the Parliament (with the exception of the European Development Fund (EDF) – where the Parliament has limited control due to funding by

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[78] CONCORD Cotonou Working group: ACP-EU Joint Parliamentary Assembly Port Moresby (Papua New Guinea) Gender Equality and Women's Rights. 24-28 November 2008.

[79] European Commission: Communication from the Commission to the European Parliament and the Council. Gender Equality and Women Empowerment in Development Cooperation. SEC(2007) 332. 8 March 2007.

[80] http://www1.worldbank.org/harmonization/Paris/FINALPARISDECLARATION.pdf

[81] WIDE. [APWW-Meet] Wide Position Paper on Doha. 20 November 2008

[82] A Country Strategy Paper is an instrument defining the assistance strategy of the European Commission on behalf of the European Union to a country. The key components of a Country Strategy Paper are: Analysis of development situation; EU strategic response; description of EU programming. A CSP is mandatory for all countries receiving EC assistance. www.undg.org/archive_docs/1392-CCA___UNDAF_Guidelines_-_Glossary_-_English.doc

[83] European Commission. Geographical Partnership. Country Strategy Papers 10th EDF.

[84] European Parliament. Resolution on Gender Equality and Women's Empowerment in Development Cooperation. 2007/2182(INI). 13 March 2007.

[85] ACP-EU Joint Parliamentary Assembly Port Moresby (Papua New Guinea). "Gender Equality and Women's Rights" CONCORD Cotonou Working group Briefing Paper". 24-28 November 2008.

Member States at least for the 2008-2013 period). The Development Cooperation Instrument (DCI – 2007-2013) in accordance with the Consensus on Development, provides funding both thematically and geographically. Under the DCI, the budget line "Investing in People" (IIP) provides five core themes, of which one is to support gender equality.[87] Within the thematic programmes of the DCI, women are identified as target groups in cross-cutting issues of food security, environment and migration. (Note also that the DCI repeals the *Regulation promoting gender equality in development cooperation*[88].)

One of the challenges to implementation is a sustained budgetary capacity on funding specific activities for gender mainstreaming and women's empowerment. The CONCORD/WIDE platform of NGOs that have established themselves as a Gender Working Group recommends a gender audit and a joint annual reporting system by the Commission and Member States to monitor gender in development cooperation.

The following sub-sections examine integration of gender and women within specific EC instruments on development.

3.2.1   EU-Africa

Main policy frameworks targeted towards EU and Africa in both development (*EU Africa Strategy* (2007)) and peacekeeping (*African Peace Facility*) are critiqued as quite gender blind, despite having core principles of promotion of human rights.[89]

Even though UNSCR 1325 was incorporated into the *Council Common Position on Conflict Prevention, Management and Resolution in Africa* (2004)[90], iterating that the gender perspectives must be incorporated into planning, implementing and evaluation of conflict, peace process and negotiations, the subsequent document *ESDP Support to Peace and Security in Africa*[91] lists 1325 as a tool, but doesn't include any guidance for implementation. There remains some heavy criticism of the EU's efforts to mainstream gender in areas of development work and that they "systematically continue to be weak with meager financial allocations and oftentimes minimal if not under qualified expertise support at the delegation level".[92] The most recent framework for EU-Africa is the *Joint Africa-EU Strategy*[93] adopted in 2007. It is financed through the European Development Fund (EDF), the Development Cooperation Instrument (DCI), the European Neighbourhood Policy Instrument (ENPI), and the Instrument for Stability (IfS) as well as various thematic programmes.

These financial instruments include policy commitments towards gender mainstreaming and implementing UNSCR 1325. The 2005 revision of the 2000 *Cotonou Agreement* (which governs

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[86] Submission by the CONCORD Gender Working Group on the European Parliament Development Committee Own Initiative Report on 'Gender Equality and Women Empowerment in Development Cooperation' (based on an analysis of the Communication from the Commission and the Council Conclusions). November 2007.

[87] EEPA. EC development cooperation for ACP countries. General introduction.

[88] EU. Activities of the European Union. Summaries and Legislation. Promoting gender equality in development co-operation. (EC) No 806/2004. 21 April 2004.

[89] APRODEV Briefing Paper 2007. "UNSCR 1325: From target group to stakeholder. What place for UNSCR 1325 in EU policies and instruments"

[90] Ibid.

[91] Council of the EU: PSE action to COREPER. Action Plan for ESDP support to Peace and Security in Africa. Doc 10538/4/04. 16 November 2004.

[92] ACP-EU Joint Parliamentary Assembly Port Moresby (Papua New Guinea). Op. Cit.

[93] Council of the EU. The Africa EU-Strategic Partnership. A Joint Africa-EU Strategy. Doc 16344/07. 9 December 2007.

relations between the European Union and African, Caribbean and Pacific (ACP) states),[94] calls for a gender dimension and equality in poverty reduction strategies, promotion of sexual and reproductive health and rights of women[95] and resource allocation considers commitment to programmes for raising the status of women and enforcing labour and social standards.[96] In particular, it articulates that a "Systematic account shall be taken of the situation of women and gender issues in all areas – political, economic and social" and has an entire section on "Gender Issues" incorporating creation of a framework to integrate a gender sensitive approach at every level, as well as adopt specific measures for women's agency such as: political participation; supporting women's organisations; access to health, education, social services, land, credit and labour markets; account for women's specific needs in emergency aid and rehabilitation.[97] One recommendation from NGOs is that the EC could use gender equality as a proxy indicator in poverty eradication.[98]

Vis-à-vis human rights, a regular assessment of the developments concerning the respect for human rights and Article 96 (which outlines guidelines for promotion and protection of human rights and sanctions if they are violated) should be pursued. If implemented, these guidelines are very strong. Regarding actual activities, many examples are given within examples of other programmes or partnerships as gender is often addressed in a "cross-cutting" manner. For example, in 2007, the EU and UN provided special training to police, camp officials and refugees themselves, to prevent and address sexual and gender based violence in refugee camps.[99] Country targeted programmes on gender and women can be found in some CSPs, but there is no mandatory inclusion of activities or reporting. Thus the framework of CSPs needs to be strengthened to always contain a gender component.

European Development Fund and Cotonou Agreement with Africa, Caribbean and Pacific countries

The European Development Fund (EDF) is the main instrument for providing Community aid for development cooperation in African, Caribbean and Pacific Countries. It is estimated that the Community assistance to Africa will reach €5 billion a year from 2008 to 2013.[100] The EDF has an overall budget of 22,682 million euro for 2008-2013.[101] Guidance for criteria vis-à-vis distribution of funds to ACP states are outlined in the Revised Cotonou Agreement, which as discussed above includes strong outlines on promoting and implementing gender and human rights perspectives.

The governance aspect of the 10th EDF seeks to ascertain whether governments have responded to international commitments or developed strategies and structures to respond to the challenges of gender equality. However, of the nine themes, only 'human rights' is included as a main category – gender is not. Ascertaining to what extent the EDF and Cotonou supports gender implementation would require a review of all supported projects. Some examples however are provided in the aforementioned *EU Comprehensive Approach to Implementation of 1325 and 1820* – such as the REJUSCO initiative of restoration of justice in DRC for female victims of human rights violations; and

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[94] European Commission. Geographical Partnership. The Cotonou agreement.

[95] European Commission. Information Note on the Revision of the Cotonou Agreement.

[96] The Cotonou agreement. Op. cit.

[97] European Commission. Partnership Agreement between the members of the African Caribbean and Pacific Group of States of the One Part, and the European Community and its Members States, the Other Part. See section 4 Article 31 for "Gender Issues".

[98] CONCORD Cotonou Working group Briefing paper. Op. cit.

[99] "Introduction by Commissioners Benita Ferrero-Waldner and Louis Michel, "Improving Lives: Results from the partnership of the United Nations and the European Commission in 2007". p. 24

[100] Europafrica. The Joint Strategy. Available at: http://europafrica.org/jointstrategy/

[101] EU. European Development Fund (EDF). Available at : http://europa.eu/scadplus/leg/en/lvb/r12102.htm

an EC-UNIFEM partnership for a "Gender Scoping Fund" to provide a common financing mechanism to address women's needs and sustain gender equality.[102]

European Development Fund and the Africa Peace Facility

Although not explicit in the policy framework of the Africa Peace Facility (AFP), according to the *EU Comprehensive Approach to Implementation of 1325 and 1820*, mainstreaming of human rights and gender will be undertaken. This will supposedly be done through support to training of peacekeepers; promoting women's participation and a gender component in peace operations. The European Development Fund is also financing a programme on capacity building with the African Union, which includes an important component on strengthening women's participation in peace processes. There are also plans for inclusion of specific commitments to protect women's rights under the APF 2008-2010.[103]

3.2.2   Partnerships and colloquiums

Funding from the Development Cooperation Instrument (DCI) is supporting actions such as the EC-UN Partnership for Gender Equality for Development, Peace and Security and the upcoming International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security in Liberia in 2009, which seeks to further the realisation of the aims of 1325.

The EC-UN Partnership on Gender Equality for Development and Peace, with 2.5 million euro funding from the Commission from a total budget of 4.7 million euro,[104] has a focus on aid modalities and also claims to implement 1325.[105] It also links work on peace, security and development, in that the EU partners are in the AIDCO Directorate-General of the European Commission of the EU. Whilst the project is new, the focus on 1325 seems to be a token nod to gender and security rather than direct focus on 1325, as of the 12 pilot countries,[106] the focus is mostly on equality and aid effectiveness rather than on the gender dimensions in 1325. The website claims that a project aim will have a direct impact on "gender equality advocates, increasing their capacity to integrate gender equality priorities effectively into national planning processes and budgeting processes". This partnership should be closely monitored to see whether its impact succeeds.

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[102] Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security' Council of the EU Doc. 15671/1/08 REV 1. DG E HR. 1 December 2008. The gender mainstreaming definition is a combination of the Council of Europe and UN ECOSOC definitions. See p.39

[103] Ibid p.41

[104] European Commission February 2006 – Budget line B2006-21.020206.

[105] EC-UN Partnership on Gender Equality for Development and Peace http://www.gendermatters.eu/ Launched in 2007. "The EC/UN partnership aims to identify approaches with which to integrate gender equality and women's human rights into new aid modalities, in accordance with the Paris Declaration on Aid Effectiveness. It also aims to provide support for national partners' efforts to fulfil international obligations on gender equality and to match their commitment to gender equality with adequate financial allocations in national development programmes and budgets. The project will have a specific focus on the role of women in conflict and post-conflict situations, and especially on the proper implementation of UN Security Council Resolution 1325." http://www.gendermatters.eu/

[106] The 12 pilot countries are: AFRICA: Ghana, Cameroon, Ethiopia, Democratic Republic of the Congo ASIA and the PACIFIC: Papua New Guinea, Indonesia, Nepal; EUROPE AND CENTRAL ASIA: Ukraine, Kyrgyzstan; AMERICAS: Nicaragua, Honduras, Suriname.

3.2.3   Civil society consultation

The Initiative for Peacebuilding (IfP) is an NGO and civil society consortium that aims to bring conflict prevention and peacebuilding knowledge and lessons from the field to policy makers. Of the six thematic clusters, one is on gender, which aims to "specifically guide policymakers on how to operationalise the United Nations Security Council Resolution 1325 on the ground"[107]. They recently produced a study on *Improving EU Responses to Gender and Peacebuilding*[108] which included recommendations for the EC (some of which are incorporated into the recommendations of this study). The IfP also conducts roundtables on gender in Brussels within the project to promote dialogue and between civil society, NGOs and policy makers and to provide direction and recommendations to the EU on enhancing implementation.

3.2.4   AIDCO

AIDCO actions in the field of gender equality will be channeled through the 'Investing in People' (IIP) thematic programme, which has an explicit gender pillar in all its areas of activity to support women's emancipation and empowerment. Funded activities include literacy campaigns for adult women, improvement of maternal health and support for health related problems from female genital mutilation. The Commission website notes that "'Investing in People' does not seek to empower women through a top-down prescriptive approach. Instead, it promotes the participation of people active in the gender field in the design, implementation and budget formulation of the programme."[109] A main critique of the IIP is a procedural one, in that a more transparent process is required vis-à-vis the drafting of annual action plans including a timely and structured consultation process with civil society, including with women's rights organisations. A gender analysis should also be including in the programming process.[110]

3.2.5   ECHO

DG ECHO has sponsored advocacy tools and training with the Inter Agency Standing Committee (IASC), the Integrated Regional Information Networks (IRIN) and the UN on guidelines on gender based violence interventions in humanitarian and conflict settings. It has also assisted in related health programmes dealing with consequences of GBV (reproductive health, ante-natal care, counseling, medical assistance, half-way houses etc. for victims).[111] The DG is currently undertaking an independent review of its gender policies, including with consultation with NGOs and civil society. Some questions raised include: would a vertical approach to GBV programming be preferable, as opposed to mainstreaming it into humanitarian responses; and what should the role of a humanitarian donor like ECHO be in the context of implementing UNSCR 1325 and 1820.

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[107] Initiative for Peace Building. Available at: http://www.initiativeforpeacebuilding.eu/gender.php

[108] Improving EU Responses to Gender and Peacebuilding Initiative for Peacebuilding www.international-alert.org/pdf/Improving_EU_Responses_gender_peacebuilding.pdf

[109] Initiative for Peace Building. Barnes K., Lyytikäinen M. (2008). Improving EU Reponses to Gender and Peacebuilding. Priority Areas for the European Commission. June 2008.

[110] CONCORD Letter to Louis du Breil de Pontbriand & Dany Houngbedji, EuropeAid, European Commission. "Subject: Follow-up to our meeting on Thursday 24th April on the 'Investing In People 2008 Annual Action Plan'", 28 May 2008.

[111] Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security. Council of the EU Doc. 15671/1/08 REV 1. DG E HR. 1 December 2008. p.43

The *EU Consensus on Humanitarian Aid* highlights the importance of gender with reference to a "gender dimension in humanitarian aid" which includes protection strategies against GBV. A review of the Consensus was launched in November 2008.[112]

3.2.6 Current developments towards an EU Action Plan on Gender Equality and Women's Empowerment in External Action

Led by DG Development, a Staff Working Paper - *Toward an EU Action Plan on Gender Equality and Women's Empowerment in EU External Action* – based on the *Consensus on Development* and *Gender Equality in Development Cooperation* it has been discussed and drafted during 2008. The paper aims to seek to establish a common, practical and implementation–orientated EU approach for more coherent and coordinated policies in areas of engagement with partner countries. This is being done across DGs through the inter-service group on gender equality,[113] with staff in the Council Secretariat and with comprehensive consultation, including the instigation of Gender Expert Meetings with Member States, NGOs, agencies and civil society, the last being in June 2008. The paper outlines a plan for fully strategising between the EU and Member States methods on: gender sensitive indicators; gender responsive budgeting; local ownership of development; mutual accountability and institutional policies. Still in drafting stage, the working paper has been undertaken with extensive internal and external consultation and is thus likely to be a valuable tool to further implementation in the EU.

3.3 Enlargement and Neighbourhood Policy

The European Neighbourhood Policy (ENP) was established to strengthen the prosperity, stability and security of the EU's neighbours, building on building upon a mutual commitment to common values. As such, a strategy paper was developed in 2004, where common values stipulated the specific gender perspectives of human rights, gender equality (both outlined in the Council and Parliament Regulation)[114] and equal opportunities for women[115].

The ENP funding instrument (ENPI) covers seventeen countries and encourages integrating gender as a cross-cutting issue wherever possible into the design of all programmes and lists the promotion and protection of women's rights as a relevant area of cooperation. The ENPI specifically provides support to women's organisations in its grant criteria. Despite the initial inclusion of gender in the ENPI of 2004, neither of the follow-up policies *Strengthening the European Neighbourhood* of 4 December 2006 nor the *A Strong European Neighbourhood* of 5 December 2007 included gender or women. The progress report by the Commission on the ENPI in 2008 noted that "All ENP partners have undertaken measures to enhance women's participation in political, social and economic life and to promote equal rights for men and women. However, these measures – a key to societal

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[112] Ibid p.42

[113] Since 1996 the inter-service group on gender equality brings together representatives of all Commission services. Its main task is to develop gender mainstreaming activities, contribute to and co-ordinate activities in the annual work programmes on Gender Equality, monitor their implementation and exchange experience and good practice.

[114] European Commission. Official Journal of the European Union. Regulation of the European Parliament and of the Council. laying down general provisions establishing a European Neighbourhood and Partnership Instrument. (EC) No 1638/2006. 24 October 2006.

[115] European Commission. Communication from the Commission. European Neighbourhood Policy. Strategy paper. COM (2004) 373 final. 15 May 2004.

modernisation – have not yet led to any significant improvement on the ground. Discrimination against women and domestic violence are still widespread."[116]

Pre-accession financing for candidate countries through the *Instrument for Pre-Accession Assistance*, requires that support goes to institution-building and the rule of law,[117] as well as "the promotion and the protection of human rights and fundamental freedoms and enhanced respect for minority rights, the promotion of gender equality and non-discrimination."[118]

Equality

As prefaced in the introduction, DG Employment, Social Affairs & Equal Opportunities is the most developed in the EU in addressing gender. This is also helped by the larger number of staff of 23 (compared to the between two and seven double-hatted staff for other DGs), in-as-such that this DG has two units on gender quality: "Equality between Women and Men" Unit and the "Equality, Action Against Discrimination: Legal Questions" Unit. Under this DG, the European Institute for Gender Equality was established (see section 3.7).

The EU has some concerns towards candidate countries vis-à-vis their policies on gender or violation of women's rights. As such, the Unit on Equality, Action Against Discrimination in DG Employment, Social Affairs and Equal Opportunities would cover investigation of any requirements for accession. For new accession countries, the Commission will organise seminars on women's rights and equality involving people from candidate countries – for example: Croatia, Macedonia and Turkey.

Trafficking and associated sexual violence against women

In the EU, over 10,000 people are trafficked each year and 80% of these are women and girls[119]. Belarus, Moldova, Russia and Ukraine among others have been identified as source and transit countries for trafficking.[120]

Justice and Home Affairs notes that in 2005, the European Commission issued a Communication on preventing and combating trafficking in human beings. Funding is available under the AGIS framework programme to evaluate policies, exchange good practices and improve cooperation, especially between EU Member States, but also with candidate and third countries. The EU Council of Ministers has adopted a *Framework Decision on combating trafficking in human beings*[121] and on combating sexual exploitation of children and child pornography as well as a Directive on short term residence permits for trafficked victims, who cooperate with the competent authorities.[122]

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[116] Commission Staff Working Document Accompanying the Communication from the Commission to the Council and the European Parliament 'Implementation of the European Neighbourhood Policy in 2007' Sectoral progress report Brussels, 3 April 2008 SEC(2008) 403

[117] Council of the EU. Council regulation establishing an Instrument for Pre-Accession Assistance (IPA). (EC) No 1085/2006. 17 July 2006.

[118] Ibid. See Article 2

[119] European Commission. Daphne III programme. Prevent and combat violence against children, young people and women and to protect victims and groups at risk. Adopted from Decision No 1149/2007/EC of the European Parliament and of the Council of 25 September 2007 establishing for the period 2007-2013.

[120] EU action against trafficking in human beings and the sexual exploitation of children http://ec.europa.eu/justice_home/fsj/crime/trafficking/fsj_crime_human_trafficking_en.htm

[121] http://eur-lex.europa.eu/cgi-bin/eur-lex/udl.pl?REQUEST=Service-Search&LANGUAGE=en&GUILANGUAGE=en&SERVICE=all&COLLECTION=oj&DOCID=2002l203&PAGENO=1

[122] EU action against trafficking in human beings and the sexual exploitation of children. Op Cit.

Under the third EU pillar of Justice and Home Affairs, a comprehensive strategy against trafficking in women was developed in 2001.[123] Funding for this strategy is provided through the Daphne Programme.[124] Daphne provides funding specifically targeting violence against children, young people and women – including victims of trafficking.[125] In 2008, the total annual budget available for the Daphne III Programme is 14,744,160 euro (14.2 million euro in 2007 and an overall budget for 2007-2013 of 109.3 million euro).

3.4   Human rights

The work of the Human Rights Unit of the Personal Representative of the SG/HR on Human Rights and the European Instrument for Democracy and Human Rights (EIDHR) provide the main policy framework and instrument for the EU on human rights. The small staff of the Personal Representative of the SG/HR on Human Rights have been behind much of the advances in gender mainstreaming in the Council work and devised an excellent informal working relationship with gender staff in the Commission DGs.

Financing human rights - EIDHR

The EIDHR aligns to the principles of the *Consensus on Development* and supports co-financing of projects selected through calls for proposals published through EuropeAid (AIDCO). The EIDHR particularly promotes ownership and civil society, to create capacity building strong enough to contribute to the peaceful conciliation of group interests and be able to promote equality between men and women in social, economic and political life.[126] In particular, the operational guidelines for 2007-2010 indicate that all proposed projects must show how gender equality issues are taken into account in the design, implementation and monitoring of activities. Supporting and improving human rights, including dialogue and human rights defenders are also listed as objectives.[127] EIDHR calls for proposals – especially for local country-based support schemes – advocate for activities on women's rights and on combating violence against women. Calls for proposals for regional and multi-country projects list implementation of UNSCR 1325 as an objective.[128] It also lists developing equal participation of men and women in social, economic and political life as part of the second objective of the instrument.

Collaborations of organisations working on conflict prevention have been funded through the EIDHR. The last was the Initiative for Peacebuilding (IfP) which is three year project (2007-2009) and is the successor to the Conflict Prevention Partnership and the Conflict Prevention Network. The IfP is now funded through the Instrument for Stability.

Women's human rights were a focus of the French EU Presidency in 2008 and a set of *EU guidelines on violence against women and girls and combating all forms of discrimination against them*[129] were drafted to contribute to the set of seven general EU guidelines of the Council of the EU. The Council adopted the guidelines in December 2008 and noted that:

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[123] European Commission. Trafficking In Women. The misery behind the fantasy: from poverty to sex slavery. A Comprehensive European Strategy. 2001.

[124] http://ec.europa.eu/justice_home/fsj/crime/trafficking/fsj_crime_human_trafficking_en.htm

[125] Daphne III programme. Op Cit.

[126] European Commission. External Co-operation Programmes. Europe's Commitment to Universal Values.

[127] European Commission. European Instrument for Democracy and Human Rights (EIDHR) Strategy Paper 2007 – 2010. DG RELEX/B/1 JVK 70618. p6

[128] Doc. 15671/1/08 REV 1. DG E HR. 1 December 2008. Op. cit.

"The adoption of those guidelines is a mark of the EU's clear political will to treat the subject of women's rights as a priority and to take long-term action in that field. In focusing on the issue of violence against women and girls, the EU will be taking effective action against one of the major human rights violations of today's world. The guidelines are also intended to encourage the implementation of a greater number of specific projects aimed at women, financed by, inter alia, the European Instrument for Democracy and Human Rights, but also by any other appropriate financial instrument of the EU and its Member States."[130]

Four main operational objectives were established: i) Promote gender equality and combat discrimination against women – in particular in legislation and public policies; ii) Collection of (reliable, accurate) data on violence against women and development of indicators; iii) Devising effective, coordinated strategies (acknowledging that "Forceful institutional mechanisms at local, regional and national level must be set up"; and iv) Combating the impunity of perpetrators of violence against women and access to justice for victims.

Under the French EU Presidency, the Council also adopted a report on developing indicators concerning women in armed conflicts.[131] Relevant to conflict, conflict prevention, crisis management, the indicators seek to report the proportion (number and percentage) of a) men and women trained specifically in gender equality across EU institutions and Member States; b) women and men among diplomatic and EC delegation Heads, participation in ESDP missions; also 3) funding allocations by the EC and Member States to female victims of violence, and the participation of women in peace-building and post-conflict reconstruction (including proportion to NGOs) and finally, the proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.

3.5   International trade

The growing global consensus that macroeconomic issues are linked to development and social policy objectives, ties international commitments on development to trade. The Review Conference of the Monterrey Consensus (from the 2002 Conference on Financing for Development) was held in Doha in November/December 2008. Part of the negotiations in the Doha round include the admission of "New challenges and emerging issues" to international trade, that include climate change, the food crisis, poverty eradication and gender equality. According to Women In Development Europe (WIDE), "the EU must challenge the sidelining of gender (at Doha) and place gender at the centre of the financing for development process."[132]

Regarding international labour rights, the 2006 "Communication on Promoting decent work for all - The EU contribution to the implementation of the decent work agenda in the world" notes that "decent work agenda is based on an integrated approach covering productive and freely chosen

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[129] Council of the EU. EU guidelines on violence against women and girls and combating all forms of discrimination against them.

[130] Council of the EU. Council Conclusions on EU guidelines on violence against women and girls and combating all forms of discrimination against them. 16862/08 (Press 359). 8 December 2008

[131] Women and Armed Conflict. 2916th Employment, Social Policy, Health and Consumer Affairs Council Meeting

[132] WIDE. Position paper for the Follow-up International Conference to Review the Implementation of the Monterrey Consensus, Doha Qatar. Gender equality at the centre of Financing for Development. 29 November – 2 December 2008.

work, rights at work, social protection, the social dialogue and the inclusion of the gender dimension"[133]. Despite this policy, efforts on gender mainstreaming in this area is probably weakest.

EU policy on CSR itself is gender blind and lacks reference to women,[134] but as CSR lies in the domain of DG Employment, Social Affairs and Equal Opportunities, developments with the Roadmap for Equality as well as the recent report by the Commission analysing gender mainstreaming in practice in the field of employment policies,[135] could be seen as reflective of addressing the employment side of CSR.

An examination of gender mainstreaming and women's empowerment in the EU's trade policy framework is outside the scope of this study, but deserves a review such as this one to ascertain gaps.

3.6   Institute of Gender Equality

The proposed European Institute for Gender Equality (IGE - to be opened in Vilnius, with a budget of 52.5million euros for the period 2007-2013) will conduct research and ensure the "best implementation of Community policy in the field of gender equality". As the 2006 regulation outlining the Institute's mandate and activities includes a mandate to "strengthen the promotion of gender equality, including gender mainstreaming in all Community policies", the IGE could also be tasked with a role of clearing house for collation and coherence of EU gender policies and ensuring that research into best practice for gender mainstreaming EU external relations policy and planning is widely disseminated.[136] However, this could be problematic due to its location far from Brussels.

The first Director (Virginia Langbakk) was appointed in December 2008 after a long delay and staff recruiting will only begin in 2009. The Institute has a lot of potential and budget, hence at its development stage, it should ensure that various aspects of external instruments and policy on gender are integrated into implementation of Community policy. An evaluation of its achievements is set for January 2010.

3.7   Gender in the European Parliament

Parliamentary oversight in many areas of the EU's external actions needs to cohere with the myriad of lobby groups and integrate recommendations that already exist on gender mainstreaming and women's empowerment. Various aspects of the EP have already undergone this process through informal consultation with NGOs and civil society, as well as formal reports such as this one. The EP itself is also undertaking to mainstream gender and raise gender awareness across its own members

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[133] European Commission. Communication from the Commission to the council, the European Paliament, the European Economic and Social Committee and the Committee of the Regions. Promoting decent work for all The EU contribution to the implementation of the decent work agenda in the world. COM(2006) 249 final. 24 May 2006. p. 2

[134] European Commission. Communication from The Commission To The European Parliament, The Council And The European Economic And Social Committee. Implementing the Partnership for Growth and Jobs: Making Europe a Pole of Excellence on Corporate Social Responsibility. Com (2006) 136 Final. 22 March 2006.

[135] European Commission. Employment, Social Affairs and Equal Opportunities. Gender mainstreaming of employment policies in practice. DG ESAEO. 8 February 2008.

[136] European Commission. Employment, Social Affairs and Equal Opportunities. Gender Equality. European Institute for Gender Equality. Available at:
http://ec.europa.eu/employment_social/gender_equality/gender_institute/index_en.html
From Giji Gya, "The Importance of Gender in ESDP" European Security Review No. 34, July 2007
http://www.isis-europe.org/pdf/2007_artrel_25_esr34gender-esdp.pdf

and constituents. It has been doing so through both INI reports as well as procedural steps outlined in the following sections.

Reports

There have been three main INI reports from the European Parliament (EP) addressing women and gender. Following UNSCR 1325 (2000), in the same year the EP tabled a resolution on 30 November on *Participation of women in peaceful conflict* following an own-initiative report of the same name by Maj-Britt Theorin MEP.[137] In June 2006, catalysed by the ongoing conflict in Palestine, the Parliament, through the FEMM Committee, issued a resolution on *Women in armed conflicts and their role in post-conflict reconstruction* again following an own-initiative report of the same name by Veronique de Keyser MEP.[138] The importance of advocating for women's agency, particularly in decision making positions – particularly in security and defence - was also iterated in a third EP resolution on *Women in Politics* in 2006, following an own-initiative report of the same name by Ana Gomes MEP.[139]

These reports have also been acknowledged in the Council – for example, MEP de Keyser's report being referenced in the *EU Guidelines on violence against women and girls* adopted in December 2008.

Process

Along with reports, the EP has been active in its own endeavours to gender mainstream throughout the Parliament. In March 2003 the EP adopted a report on *Gender mainstreaming in the EP*. This called for an annual report on mainstreaming in Committees and Delegations through monitoring and evaluation, thus ascertaining strengths and weaknesses of gender implementation.[140] In 2006, under the initiative of Vice-President Kaufmann, the Bureau of the European Parliament established a process for gender mainstreaming on Committee Work (adopted 26 October 2005).[141] As such, the Committee on Women's Rights and Gender Equality (FEMM) conducts a questionnaire sent to other working Committees of the Parliament to ascertain understanding and depth of gender mainstreaming. The first reports on gender mainstreaming were presented to the EP on 18 January 2007.

The Foreign Affairs Committee (AFET) has developed a Gender Mainstreaming Action Plan, finalised on 29 January 2008. It contains a mission statement and a pilot project until the end of 6th term of the Parliament in 2009 consisting of three aspects: an activity (a hearing on the Role of Women in Islamic Countries) and two guides (examining gender balance for EU Special Representatives and Heads of Delegation and input to EEAS discussions; and ensuring a gender perspective is addressed in EP delegations). The AFET could improve its Action Plan by advocating for more human and financial resources for Commission DGs working on gender and external relations and asking the Commission to undertake and report gender impact assessments of external action programmes.

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[137] European Parliament. resolution on participation of women in peaceful conflict resolution. 2000/2025(INI). 30 November 2000. And European Parliament. Report on the participation of women in peaceful conflict resolution. Rep A5-0308/2000 referencing Res 2000/2025(INI). 20 October 2000

[138] European Parliament. Resolution on the situation of women in armed conflicts and their role in the reconstruction and democratic process in post-conflict countries. 2005/2215(INI). 3 May 2006.

[139] Report of the European Parliament on "Women in International Politics". Rep A6-0362/2006 referencing Res 2006/2057(INI). Subcommittee on Security and Defence. 17 October 2006.

[140] European Parliament. Gender mainstreaming in the EP. European Parliament resolution on gender mainstreaming in the European Parliament. P5_TA(2003)0098. Paragraph 7.

[141] Committee on Foreign Affairs Secretariat. Gender Mainstreaming Note for the Enlarged Bureau. 28 January 2008.

More recently, the Parliamentary Subcommittee on Security and Defence (SEDE) approved a working document 'Gender Mainstreaming Action Plan' (23 March 2007).[142] The document aims to bring the Parliament towards the "dynamism of the Council in the field of gender mainstreaming into ESDP" by gender mainstreaming in the SEDE itself. It also wants the SEDE to scrutinise gender issues in ESDP and in ESDP missions, as well as to initiate a report on 'The gender impact of ESDP operations' by the end of the Parliamentary term in 2009.

Both the latter documents are pertinent and important to implementing gender in external relations and can now be improved with an outline of time-framed and concrete action with measures for monitoring (indicators) policy and budgetary resources and evaluation guides.

The EP remains active in promoting gender mainstreaming and women's agency, yet this drive has to be complemented by EP requirements for gender budgeting to enable EC staffing and resources for implementing gender mainstreaming in external relations. There also needs to be a stronger link between the EP and EU Member State's work on gender mainstreaming and action plans to ensure cohesiveness.

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[142] European Parliament. Gender Mainstreaming Action Plan. Subcommittee on Security and Defence. Working Document presented by Mrs. Anna Gomes(SEDE Vice-chairwoman responsible for Gender Mainstreaming).

4   OTHER STAKEHOLDERS AND ACTORS

The EC needs to work with its Member States, NGOs and civil society to enhance effectiveness towards its policy approaches on gender and to attain efficacy with its financial instruments in aiding gender mainstreaming, women's empowerment and gender equality.

4.1   Relations with NGOs and civil society

Across Europe and in Brussels, there are many platforms of organisations from across the EU advocating for gender mainstreaming – some have been lobbying for many years. In Brussels, these include Association of World Council of Churches related Development Organisations in Europe (APRODEV), Europe NGO Confederation for Relief and Development (CONCORD), European Peacebuilding Liaison Office (EPLO), Women In Development Europe (WIDE) and Voluntary Organisations in Cooperation in Emergencies (VOICE). Commission and Council Secretariat staff also regularly consult with CONCORD, EPLO and WIDE on their member's organisations experiences and input on peacebuilding, which include gender dimensions. The EC states on its website that it works with women's organisations and NGOs that promote gender equality and women's empowerment at international, national and regional level[143] - in particular One World Action (a UK NGO), APRODEV, WIDE and BRIDGE (a knowledge service of the Institute for Development Studies in the UK).

The importance of the link with NGOs and civil society in the EU and recipient countries cannot be underestimated. This engagement not only enhancing the EC's work and implementation of funding but also to provide a greater awareness of the effects on the ground as well as capacity to address women's empowerment and working with partners to gain a multiplier effect in promoting gender perspectives.

4.2   Relations with Member States

The importance of Member State engagement and support in implementing policy and programming is paramount. In ESDP, Member State Governments make final decisions on security policy and action. It is also Member States that can provide the structural support to enable training courses through the European Security and Defence College (ESDC) – such as the first EU training course on gender and ESDP organised by the Ministry of Defence of Hungary in April 2007,[144] with the support of the German Presidency of the Council. This is a mechanism that the EU hopes to operationalise annually and the revised Joint Approach to 1325 and 1820 notes that the ESDC will continue to reflect the gender perspective in all relevant ESDC training activities. This will be assisted also by efforts in the EU in 2008 to strengthen the ESDC with budget and staff. Member States are also responsible for pre-deployment training for ESDP missions and for punitive measures on SEA and GBV by personnel. Similarly for enlargement, it is Member States that decide on candidate countries and Member States can apply diplomatic and political pressure for human rights and gender equality.

In development, synergies are important vis-à-vis bilateral aid and development programmes and those of the EC to ensure coordination between actors. The EDF in particular is funded by Member States. On a positive note, there is now a growing increase of inclusions of gender mainstreaming and references to women's participation and equality in various Council conclusions – that is, requiring EU Member State government approval and commitment. More recent examples include statements

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[143] European Commission. Gender Equality in Development Co-operation.
[144] 18-20 Apr 2007 EU Training on gender and ESDP, Budapest, Hungary, 18-20 April 2007. Copies of the presentations are available in Annex 3.

(see Annex for reference list) on the need to: improve women's participation in peacebuilding (at the 2nd Brazil-EU Summit on 22 December 2008); and the urgent need for gender analysis to address GBV – involving *both* men and women (Council Declaration by the EU on World AIDS Day, 1 December 2008). This is a step forward for the EU, where such inclusions have hitherto been non-existent. The EC now needs to follow up with monitoring, evaluation and assessment of implementation of these declarations.

Finally, it is up to Member States to put forward female candidates for Commission and Council high level positions – Commissioners, High Representative, EU Special and Personal Representatives, Special Envoys and the like.

4.2.1   National Action Plans on 1325 – a whole of government approach

It is up to Member States to enact international and EU commitments on gender policy and approaches through devising parallel approaches within their own governmental and legislative structures. Such an approach is encouraged through devising National Action Plans on UNSCR 1325 (1325 NAPs).

In 2006, the Council of the European Union asked Member States what steps they had implemented towards 1325. At this time, of the then 25 Member States, only three had devised, written and implemented 1325 NAPs.[145] There are now seven EU Member State NAPs and four forthcoming. The quality and depth of the NAPs varies, with some clearly outlining steps to take and some incorporating a whole of government approach by including consultation to develop NAPs across ministries of foreign affairs, defence, social/employment, development and judicial affairs. A summary analysis of 1325 NAPs is provided in Annex 4 of the 2008 report on Women in Armed Conflict for the Slovenian EU Presidency.[146]

4.2.2   Gender in EU Presidencies

The EU Presidency is also a strong mechanism to drive gender mainstreaming and women's empowerment, typically as a Presidency wishes to "achieve" an impact within its six month tenure, which can lead to frantic activity if a gender perspective is identified as a Presidency priority. Although this work does produce often well researched background documents by consultants, close cooperation in follow-up with the policy desk officers in Commission and Council, as well as high level buy-in from Member States, Commissioners and DG heads in both Council and Commission is essential for sustainability. Fortunately, this is increasingly occurring in reference to gender, with some examples from the past few years as follows.

In 2006, Finland focused on gender equality in social policy, which culminated in Council Conclusions on men and gender equality; endorsed the establishment of a European Institute for Gender Equality and discussed amendments to the anti-violence programme (Daphne III). In 2007, Germany

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[145] As at December 2008, 7 EU Member States have NAPs on 1325. (Austria 2007; Denmark 2004; Finland 2008; the Netherlands 2007; Spain 2007; Sweden 2005; and the UK 2006). Belgium, France, Italy and Portugal are working towards NAPs. That leaves 16 member states with no known progress towards NAPs. Three more European states (but non-EU) also have NAPs (Norway 2006, Switzerland 2007 and Iceland 2008). For a listing of NAPs and links to copies, see www.peacewomen.org and http://www.isis-europe.org/index.php?page=gender

[146] European Centre for Development Policy Management. Sheriff A., Barnes K.. Enhancing the EU response to women and armed conflict with particular reference to Development Policy, ECDPM, Study for the Slovenian Presidency of the EU. 4 April 2008.

concentrated on gender equality in research to enhance innovation and under their EU Presidency, devised an internal collation of documents on human rights and gender in ESDP.

A priority of the trio of EU Presidencies of Germany, Portugal and Slovenia (2006-2007) was women and children affected by armed conflict, during which the trio of Presidencies commissioned reports on the topics. The Portuguese had a priority on Children in Armed Conflict, with a background report prepared which incorporated a gender dimension of the different affects on girls and boys. The report on women and conflict under the Slovenia EU Presidency noted the need for better EU targeting and implementation of a gender dimension "if the EU is to prevent violent conflict, promote gender equality, recognise women's rights and empower women more generally." [147] Slovenia also publically released the first Council Handbook of Compilation of Document on Human Rights and Gender in ESDP[148] (based on the internal compilation conducted by the German Presidency).

The French had two major priorities on gender in external relations. Firstly, on sexual violence in conflict, convening a conference with the Commission, Council and UNIFEM,[149] with a background papers on Kosovo and the DRC commissioned by the latter. Secondly, on developing indicators on sexual violence.[150] The French activity in particular catalysed ongoing consultations already existing for a few years in the EU institutions with NGOs, civil society and UN agencies, for the eventual release of the *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security* discussed in the previous section.

The trio EU Presidency of France and the incoming Czech and Swedish Presidencies, issued a declaration on Gender Equality on 14 November 2008, from a meeting in Lille of the Ministers responsible for equality between men and women.[151] Significant to gender mainstreaming and empowerment of women in EU's external relations instruments, the statement contains several measures including: fighting against gender stereotypes; supporting women's access to managerial and decision making positions (including in Council formations); calls to implement active measures to prevent and fight against violence against women (although what and how was not stipulated); announced the French indicators on "women and armed conflict"; reporting to the UN meeting Beijing +15 in 2010; and finally, promote awareness on gender mainstreaming within the Council and across Member States.

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[147] Ibid

[148] Council of the EU. Mainstreaming Human Rights and Gender into European Security and Defence Policy

[149] On October 10, 2008, the French Presidency of the Council of the European Union and UNIFEM, in cooperation with the European Commission, co-organized a high level event on October 10th 2008 in Brussels titled "From Commitment to Action: the EU Delivering to Women in Conflict and Post-Conflict: Implementing UN Security Council Resolutions 1325 and 1820 in EU Missions: Improving immediate and long-term security for women". http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=93 and http://ue2008.fr/PFUE/lang/fr/accueil/PFUE-10_2008/PFUE-10.10.2008/lutte_contre_les_violences_faites_aux_femmes_dans_les_conflits

[150] 2916th Employment, Social Policy, Health and Consumer Affairs Council Meeting. Op. cit.

[151] Trio Presidency Declaration. Gender Equality. Informal meeting of ministers responsible for equality between men and women. 14 November 2008.

5   CONCLUSION - AN EU GENDER MAINSTREAMING APPROACH?

As clearly demonstrated in this study, the EC and Council have a raft of policy documents and instruments now integrating gender mainstreaming and empowerment of women.

As previously iterated, the Commission has concentrated primarily on gender from a development or social equality perspective. More recently, the Council has begun to integrate gender from UNSCR 1325 into its work on peace and security. The Human Rights Units of both Commission DG Relex and the Personal Representative of the SG/HR on Human Rights, have been a mainstay in promoting women's rights and gender perspectives. A main critique is that the EU approach to gender is fragmented across institutions and across pillars. Hence when recent developments and policies on peacebuilding, crisis management, prevention of violence and security-development nexus emerged, it was difficult to integrate gender comprehensively. The question could be raised - Has gender mainstreaming become everyone's and no-one's responsibility? A report from 2004 on a seminar to discuss gender mainstreaming in the EU[152] revealed that: "Gender staff within the Institutions are often placed in non-strategic structures and need to work closely with senior staff to create accountability in the system for gender mainstreaming" and "There is a chronic lack of human resources within the Institutions, which is a major obstacle to mainstreaming." These two facets remain true today – despite advances in policy documentation and attempts in consolidating approaches.

Critique over the past decade over process and cohesion has led to developments such as Joint Council/Commission policy approach and a staff working paper outlining an action plan to act as guidance – thus policy has improved. The coming work for the EU institutions should focus on process and the political and Parliamentary will to establish regulations and budget to provide a framework conducive to implementation. There will also be an element of monitoring, evaluation and assessment required, but the EU should be careful not to become obsessed with this, but rather concentrate on raising overall gender awareness and sensitivity to empowerment of women as a sustainable inclusion in policy and programming.

That noted, in the last few years, there have been great strides in a very short timeframe – driven by a dedicated few. Yet gaps towards implementation and evaluation still remain.

Gaps

One of the main causes for gaps is the shear and disappointing lack of financial and human resources for **staff in the institutions** working on gender. Hence despite advances in policy frameworks, instruments and financial commitments, a lack of personnel – either dedicated or additionally to existing departments - to monitor, evaluate and implement gender mainstreaming will continue to be a huge problem for the EU. Until this problem is solved, any progress on implementing gender dimensions will fade when the dedicated few move on and efforts will remain fragmented and suppressed.   Several commentators and experts have suggested a Commissioner or Special Representative on gender. However, such a post is politically and financially unlikely and others recommend that finances and efforts should be concentrated on enhancing existing staff and units already working on gender and women's equality.

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[152] APRODEV, HelpAge International, One World Action and WIDE, 2004. Everywhere and nowhere: A seminar on mainstreaming and inclusive approaches in EU development policies 20 November 2003 http://www.aprodev.net/devpol/Files/DevPol/transforming_the_mainstream.pdf

here is no main agency/DG to cohere gender and women's rights. Although on one hand, one could argue that work on gender dimensions is being 'mainstreamed' as there are individual gender policies or approaches in various sectors, on the other, there is still a lack of cross-harmonisation - leading perhaps to replicated or uncoordinated processes and too many policies and approaches. To paraphrase CONCORD, gender mainstreaming a strategy (not a goal) and complement (not replace) specific actions designed to promote gender dimensions and women's empowerment.

Guidance for implementation

Looking at the financing of ability and instruments, what mechanisms is the EU using to encourage gender awareness and implementation of 1325 internally? Within the EU context, the proposed European Institute for Gender Equality is one avenue that could be tapped. The Parliament should also dedicate resources for new existing units and more staff and staff time to work on gender in external relations across the various sectors in the Commission and the Council Secretariat. As noted, DG Employment, Social Affairs and Equal Opportunities has far greater resources and the positive difference in policy implementation for Community action on gender equality can be seen vividly (if not completely analysed in this study).

6   RECOMMENDATIONS

Many groups and lobbyists have given dozens of recommendations to the EU on gender over the past decade, which should be built upon, as such, some of these are incorporated throughout this study and below.   No new research is really needed. What is sorely needed is political will for resources. The following recommendations highlight aspects for future concentration.

i.   <u>*Continue with initiatives – synergy / coherence with*</u>:

- *EU Comprehensive Approach to 1325 and 1820* should be reviewed every three years; continue development of the Staff Working Paper *Toward an EU Action Plan* (draft) including consultation with NGOs and CSO contacts via EC Delegations.
  (Could possibly bring all documentation into an *EU Consensus on Gender* (such as exists for Development and Humanitarian Aid)
- 1325 task force of the Commission and Council should be further developed to include regular consultation with EC Delegations and ESDP mission gender advisors. It should also consult with Member State governments and NGO platforms on a regular basis.
- Intra- and inter-communication with gender focal points and gender advisors in EU institutions, EC delegations and ESDP missions should be formalised.
- Increase the number of programmes to incorporate a gender dimension and women's empowerment in thematic and geographical areas (not just on gender specific programmes).
- Working in partnership with NGO initiatives (DCAF Gender SSR Toolkit / Brussels based VAW group) and establishing a roster of working relations with civil society organisations on the ground.
- Commission to consider gender equality as a proxy indicator for poverty eradication.

ii.   <u>*Continue to improve gender budgeting*</u>

- Gender should be developed as a thematic in main funding instruments, outlining specific activity targets – e.g. early warning, peace negotiations, DDRRR, SSR, aid distribution, support to victims of GBV, health provision, access to justice, political empowerment, reconstruction, elections, access to trade, governance, land ownership, reproductive rights, health care etc.
- **IfS** calls should incorporate a gender dimension – at minimum an assessment of incorporation of gender perspectives at the beginning of projects.
- **EIDHR** requirements should give implementation steps for gender mainstreaming and women's empowerment and include an outline on how to pursue synergies with CSOs on gender and women's empowerment.
- **IIP** should enhance transparency and timeliness in consultation processes with NGOs and CSOs. A gender analysis should be included as part of the programming process –in particular through the Inter Service Quality Group. This entails collecting sex-disaggregated data and establishing gender-sensitive indicators.
- Programme specific financing targeting particular aspects for women's empowerment should be increased – e.g. the Daphne programme for combating trafficking.

iii. <u>*Increase resources*</u>

- EC and Council staff working on gender should not be part time or double/triple-hatted. A senior gender expert must be recruited on a full-time basis for each DG working on external relations (Relex, Dev, AIDCO, ECHO, ENP, Enlargement, Trade). Budget lines for gender staff and programming should be established.

- A Gender Unit must be developed for the External Action Service, with adequate staff – minimum four full-time administrative positions with assistants.
- Budget lines for gender programmes in ESDP missions must be established.

iv. *Requirement of gender components*

- CSPs need to be strengthened to always contain a gender component – both for EC supported activities and assessment of country efforts on gender mainstreaming and women's empowerment.

v. *Disseminating and using lessons learnt*

- Creation of a shared database on examples of programming incorporating gender perspectives and women's empowerment, as well as lessons learnt and reports on assessments. (UNDP could be used as a model).
- The Council *Handbook on Mainstreaming Gender and Human Rights into ESDP – compilation of relevant documents* can be further elaborated with concrete examples – a task for incoming EU Presidencies. The Commission should produce a similar handbook on Commission policy instruments for human rights and gender.

vi. *Assessment*

- Assessment for any policy, programme in external relations, criteria for financial instruments or planning for ESDP missions must include investigation of gender dimensions (as they always exist) and actions to be strengthened for women's empowerment in the thematic sector/geographic region.
- Budget for such aforesaid assessments should be created, particularly if consultant or local consultation expertise is needed

vii. *Training*

- Training on incorporating a gender dimension and raising gender awareness at both desk officer and high level in the Council, Commission and EC Delegations. This should be built on courses already undertaken (Hungary 2007, HR Unit of the Council in 2008 etc).

viii. *Evaluation*

International commitments

- Incorporation and harmonisation of existing indicators into all policy frameworks (as an annex if necessary) including those developed by the UN, regional organisations and governments on Beijing PfA, for MDGs and UNSCR 1325 and 1820.
- Commission DGs Relex, Dev, AIDCO, ECHO, Enlargement and Trade plus DGE 8, 9, CPCC of the Council Secretariat and the Office of the Personal Representative of the SG/HR on Human Rights to undertake a gender impact assessment of their policy/implementation in preparation for Beijing 2010. (This could be a task for the European Institute for Gender Equality. If not established in time, budget from this institute could be used for consultant services or to temporarily employ EC staff to conduct assessments).

Parliamentary scrutiny

- EP should assess upcoming Annual Action Programmes for Development Cooperation Instrument (DCI), European Instrument for Democracy and Human Rights (EIDHR), Instrument for Stability (IfS), the Action Plan of the European Consensus on Humanitarian Aid and also the regional programming of the 10th European Development Fund (EDF) to ensure

appropriate gender and conflict analysis and make sure this content is connected to financial resources.

Partnerships

- Commission to undertake an evaluation of the efficacy of the EC-UN Partnership for Gender Equality for Development, Peace and Security.
- Commission to undertake a survey as to how and whether recommendations from the gender cluster of the Initiative for Peacebuilding have been integrated into EC work.

Tools

- Commission to evaluate the use and efficacy of the Toolkit on Mainstreaming Gender Equality in EC Development and undertake steps to improve it.
- All Commission DGs (working on external relations) to incorporate the indicators (Annex VII of the *Communication on Gender Equality and Women's Empowerment in Development Cooperation*[153]) to combat violence against women in assessment, programming requirements and evaluation.
- Council DGE8, 9, CPCC, SITCEN, the future External Action Service and ESDP mission advisors to incorporate the indicators to combat violence against women in fact finding missions and mission rules of engagement, CONOPS and OPLANS.

With Member States

- Commission to undertake gender audits to systematically increase the accountability of EC services and mapping of EU Member State gender interventions.
- Commission to devise a joint annual reporting system whereby the EC together with the Member States would monitor gender mainstreaming in EU development cooperation.
- Member States to instigate another internal evaluation of implementing UNSCR 1325 in national mechanisms and ESDP.

ix. *European Parliament*

- Workshops on gender perspectives and understanding a gender dimensions for the Committees, particularly from a security, development, peacebuilding and external relations perspective (not just from a gender equality perspective).
- EP gender mainstreaming action plans can be improved with an outline of time-framed and concrete action with measures for monitoring (indicators) policy and budgetary resources and evaluation guides.
- Develop a stronger link between the EP and EU Member State's work on gender mainstreaming and action plans to ensure cohesiveness. For example setting up of inter-Parliamentary groups on gender.

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[153] http://ec.europa.eu/development/icenter/repository/SEC_2007_332_EN_DOCUMENTDETRAVAIL_en.pdf

ANNEXES

Annex 1 - EU websites on gender

EC-UN Partnership on Gender Equality for Development and Peace
http://www.gendermatters.eu/

Employment, Social Affairs & Equal Opportunities
http://ec.europa.eu/employment_social/gender_equality/index_en.html
http://ec.europa.eu/social/main.jsp?catId=418&langId=en

Domestic Violence and trafficking
http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/violence/domestic_violence_en.html

Europeaid
http://ec.europa.eu/europeaid/where/worldwide/gender/index_en.htm

http://ec.europa.eu/europeaid/what/governance-democracy/gender/index_en.htm

In Development Cooperation
http://ec.europa.eu/europeaid/projects/gender/index_en.htm

http://ec.europa.eu/development/policies/crosscutting/genderequ_en.cfm

In Equal
http://ec.europa.eu/europeaid/projects/gender/index_en.htm

Equal goes to the DR Congo
http://ec.europa.eu/employment_social/equal/news/200607-congo_en.cfm

DG Development (ACP)
http://ec.europa.eu/development/Policies/Crosscutting/GenderEqu_en.cfm

Council on Gender and Development
http://www.consilium.eu.int/cms3_fo/showPage.asp?id=1267&lang=ro&mode=g

Annex 2 – Table of Current EU instruments on gender/with gender references in EU External Relations Instruments

Table compiled by Giji Gya and Vibeke Thomsen, ISIS Europe. *NB: website addresses for documents can be found in the bibliography.*

Date	Doc ref	Title	Institution/DG + notes on gender aspects
11/12/08	S407/08	Report to the Council by the EU High Representative Javier Solana, on the ESS	Council Secretariat. A reference to a gender dimension in the European strategy framework on security, with the report acknowledging that: "Effective implementation of UNSCR 1820 on sexual violence on situations of armed conflict is essential". It also recognises the "role of women in building peace" and notes that "Effective implementation of UNSCR 1325 on women peace and security and UNSCR 1612 on Children in Armed Conflict is essential".
11/12/08	S407/08	Report on the Implementation of the European Security Strategy - Providing Security in a Changing World	Council. This report on the ESS acknowledges the importance of gender in security and women in peace-building processes by stating that 'The EU has recognised the role of women in building peace. Effective implementation of UNSCR 1325 on Women, Peace, and Security and UNSCR 1612 on Children and Armed Conflict is essential in this context.' and "Effective implementation of UNSCR 1820 on sexual violence in situations of armed conflict is essential."
10/12/08	2008/2198 (INI)	Draft opinion on Gender mainstreaming in EU external relations and peace-building/nation-building	Committee on Women's Rights and Gender Equality for the Committee on Foreign Affairs, European Parliament. Highlights the importance of political will of Member States in gender mainstreaming and calls on European Commission to continue urging EU and partner countries to develop and implement national action plans on UNSCR 1325.
10/12/08		Report for the French EU Presidency on ESDP missions in the Democratic Republic of the Congo (DRC) by Giji Gya, Charlotte Isaksson and	Report commissioned by UNIFEM. The report focuses on three aspects of gender and gender mainstreaming: in EU policy and institutions; internally in the mission;

		Marta Martinelli	and mission interaction with the local DRC population and actors on the ground.
10/12/08		Report for the French EU Presidency on implementing SCR 1325 and 1820 in ESDP mission in Kosovo, by Sarah Maquire	Report commissioned by UNIFEM. The report looks at gender structures within international organizations, including the UNMIK Office of Gender Affairs, and the integrated Human Rights and Gender Unit in the EULEX mission. It further discusses key achievements and challenges, including national plans for Gender Equality and Women's Human Rights.
03/12/08	16586/08	Comprehensive approach to the EU implementation of United Nations Security Council Resolutions 1325 and 1820 on women, peace and security	Council of the European Union with the Commission. Gives definitions, challenges, key requirements, specific measures and the basic principles for a Comprehensive EU Approach on women, peace and security. Also includes a listing of current EU policies and practice on women, peace and security. And EC relevant instruments and recent indicative examples of support to actions in the area of women, peace and security.
01/12/08	15671/1/08REV 1	EU Comprehensive Approach to Implementation of 1325 and 1820	European Commission and Council joint document. The document aims to set out a common EU approach to the implementation of UNSC Resolutions 1325 and 1820. It also seeks to ensure that the EU's external actions are shaped to protect women from violence and that they contribute to increased equality between women and men during and after armed conflict. The document outlines common definitions and principles, and includes a series of specific measures to improve coherence and continuity in the EU's crisis management initiatives and development work.
14/11/08		Trio Presidency (France, Czech Republic and Sweden) Declaration: Gender Equality	Informal meeting of ministers responsible for equality between men and women. Call to intensify the fight against stereotypes, support women's access to decision-making

			and managerial positions and calls to further strengthen equality through gender mainstreaming.
04/04/08	Report for the Slovenian EU Presidency	Enhancing the EU response to women and armed conflict with particular reference to Development Policy, by Andrew Sherriff ECDPM, with Karen Barnes.	European Centre for Development Policy Management. Study for the Slovenian Presidency of the EU, women and children affected by armed conflict. This document discusses sexual and gender based violence in several countries, including Sierra Leone and the DRC. It also covers women's empowerment and improving accountability questions, in Kosovo, Burundi and Uganda. The study also discusses the development of national Action Plans for UNSCR 1325 and EU initiatives for regional approaches to Women and Armed Conflict.
29/01/08	Working document	Gender Mainstreaming Action Plan	Foreign Affairs (AFET) Committee Secretariat, European Parliament.
2007	CD-rom and available on the internet	Toolkit on mainstreaming gender equality in EC development cooperation	Commission DG AIDCO (EuropeAid).
19-20/11/07	2831st External Relations Council meeting	Council Conclusions on Security and Development, External Relations Council meeting	Council of the European Union. Integration of "security and development nexus" in policies, on the topic acknowledging the need to build "synergies" with "due regard to cross-cutting issues such as human rights, gender, including the implementation of UNSCR 1325.
17/06/07	11013-07	EU Programme for the Prevention of Violent Conflicts	German Presidency report to the European Council on EU activities in the framework of prevention, including implementation of the EU Programme for the Prevention of Violent Conflicts as adopted by the Council (GAERC) on 17 June 2007.
15/05/07	9561/07	Gender Equality and Women's Empowerment in Development Cooperation – Conclusions of the Council and of the Representatives of the Governments of the Member States meeting within the Council.	Council Secretariat. This document stresses the inter-linkages between sustainable achievements in poverty reduction and development and the empowerment of women, including their political empowerment.

23/03/07	Working document	Gender Mainstreaming Action Plan.	Subcommittee on Security and Defence (SEDE), European Parliament, presented by Mrs Ana Gomes, SEDE Vice-chair responsible for gender mainstreaming. The SEDE Subcommittee adopts a mission statement and a pilot project on Gender Perspective in order to close the gap between the dynamism of the Council in the field of gender mainstreaming into ESDP.
12/03/07	SEC(2007) 332 /* COM/2007/0100 final */	Communication from the Commission to the European Parliament and the Council - Gender Equality and Women Empowerment in Development Cooperation	European Commission. For the first time, sets a frame for a better EU coordination and fully supports the twin-track approach of increasing the efficiency of gender mainstreaming and refocusing specific actions for women's empowerment in all developing countries. Broadens the scope of gender equality beyond the social sectors to other areas such as economic growth, trade, migration, infrastructure, environment and climate change, governance, peace-building and reconstruction.
18/12/06	DG RELEX/B/1 JVK 70618	European Instrument for Democracy and Human Rights (EIDHR) Strategy Paper 2007 – 2010	European Commission. Establishing a financing instrument for development co-operation The EIDHR particularly promotes ownership and civil society, to create capacity building strong enough to contribute to the peaceful conciliation of group interests and be able to promote equality between men and women in social, economic and political life. The operational guidelines for 2007-2010 indicate that all proposed projects must show how gender equality issues are taken into account in the design, implementation and monitoring of activities.
16/11/06	2006/2057(INI)	Resolution of the European Parliament on "Women in International Politics"	European Parliament, initiated by MEP Ana Maria Gomes. This document covers the importance of advocating for women's agency, particularly in decision making positions.
13/11/06	14884/1/06 Rev1	Conclusions of the General	Council of the European Union.

		Affairs and External Relations Council (GAERC) of the Council of the European Union Secretariat document on promoting gender equality and gender mainstreaming in crisis management.	These Conclusions acknowledge that gender awareness and sensitivity contribute to operational effectiveness and stipulate that a gender adviser should be appointed for *all* EU missions and operations. As a result, as at December 2008, nearly all ESDP missions have a gender advisor. The Council understood that operationally, gender sensitivity must be assured throughout the chain of command, and training should be undertaken at all levels and address stereotypes to redress gender equality. In particular, the Council stressed a zero tolerance policy towards sexual exploitation and abuse, gender-based violence and prostitution (as was iterated on the 'soldier card' for the ESDP EUFOR RD Congo mission in 2006)
24/10/06	1638/2006	Regulation (EC) of the European Parliament and of the Council, Laying Down General Provisions Establishing A European Neighbourhood And Partnership Instrument.	European Parliament and Council of the European Union. Common values stipulated the specific gender perspectives of human rights, gender equality (both outlined in the Council and Parliament Regulation) and equal opportunities for women.
01/06/06	2005/2215(INI)	Women in armed conflicts and their role in post-conflict reconstruction	European Parliament, initiated by MEP Veronique de Keyser. The importance of advocating for women's agency, particularly in decision making positions – in security and defence
01/03/06	COM(2006) 92 final	Roadmap for Equality between women and men for the period 2006-2010	European Commission. The Roadmap includes promotion of gender equality in external and development policies.
2006	(EC) No 1905/2006.	Development Co-operation Instrument (DCI 2007-2013)	European Commission. One of the 5 thematics is Investing in People (addressing human and social development issues, including gender equality);
2005	See Commission website for all relevant documents	EU action against trafficking in human beings and the sexual exploitation of children	European Commission. Identifies Belarus, Moldova, Russia and Ukraine among others as source and transit countries for trafficking.
29/09/05	11932/2/05 Rev2	Implementation of UNSCR	Council Secretariat. The first policy

		1325 in the context of ESDP	acknowledging UNSCR 1325 on women peace and security was established with this document.
18/05/05	8373/3/05 Rev 3	Generic Standards of Behaviour for ESDP Operations	Council Secretariat. This document was initiated following problems with sexual abuse by UN peacekeepers, in 2005.
12/05/04	COM(2004) 373 final	European Neighbourhood Policy Strategy Paper	European Commission. The ENP was established to strengthen the prosperity, stability and security of the EU's neighbours, building on building upon a mutual commitment to common values. A strategy paper was developed in 2004, where common values stipulated the specific gender perspectives of human rights, gender equality (both outlined in the Council and Parliament Regulation) and equal opportunities for women
20/01/04	5268/04	Council Common Position on Conflict prevention, Management and Resolution in Africa	European Council. Gender perspectives must be incorporated into planning, implementing and evaluation of conflict, peace process and negotiations.
13/03/03	P5_TA(2003) 0098	Report on Gender mainstreaming in the EP	European Parliament. This called for an annual report on mainstreaming in Committees and Delegations through monitoring and evaluation, thus ascertaining strengths and weaknesses of gender implementation.
30/10/00	A5-0308/2000	Resolution on the Participation of women in peaceful conflict resolution	European Parliament, initiated by MEP Maj-Britt Theorin. Calls for the protection of war-affected populations, especially of women facing risks of rape and sexual violence. The resolution also calls for equal participation of women in diplomatic conflict resolution and on Member States to promote the gender sensitisation of peace, security and reconstruction operations in which they participate.
23/06/00	DE-132/06	ACP-EU Partnership Agreement (Cotonou Agreement)	European Commission. The 2005 revision of the Cotonou agreement calls for a gender dimension and equality in poverty reduction

		55	strategies, promotion of sexual and reproductive health and rights of women and resource allocation considers commitment to programmes for raising the status of women and enforcing labour and social standards. In particular, it articulates that a "Systematic account shall be taken of the situation of women and gender issues in all areas – political, economic and social" and has an entire section on "Gender Issues" incorporating creation of a framework to integrate a gender sensitive approach at every level, as well as adopt specific measures for women's agency such as: political participation; supporting women's organisations; access to health, education, social services, land, credit and labour markets; account for women's specific needs in emergency aid and rehabilitation.
22/12/98	2836/98	Council conclusions on integrating of gender issues in development cooperation	Council of the European Union. Integrates gender issues in development cooperation. The Community shall provide financial assistance and technical expertise to support the mainstreaming of the gender perspective into all its development cooperation policies and interventions.

Information from ISIS Europe; APRODEV; ECDPM report; EU Council doc 15671.

Annex 3 - ISIS Gender Document list on peace and security

UN/EU/OSCE/NATO

Gender, peace and security documents *(or referring to gender)*

Please reference as: Gya, Giji, 'Listing of Gender Peace and Security Documents – February 2009. *ISIS* Europe
http://www.isis-europe.org/index.php?page=gender

UN* *(non-exhaustive list. For further UN documentation see* www.womenwarpeace.org; http://www.un.org/womenwatch/daw/ *)*

(19 June 2008) UNSCR 1820 on women peace and security – violence against women

(27 Sep 2007) UNSG Report on women, peace and security S/2007/567 (report requested under UNSCR 1325.) References for other years: S/2006/770; S/2005/636; S/2004/814; S/2002/1154).

(28 Apr 2006) UN Security Council resolution 1674 Protection of civilians in armed conflict

(31 Oct 2000) UN Security Council Resolution 1325 Women Peace and Security

EU Documents:

European Parliament

(28 Jan 2008)   Committee on Foreign Affairs Secretariat. *Gender Mainstreaming Note for the Enlarged Bureau.*

(16 Nov 2006) RESOLUTION of the European Parliament on "Women in International Politics" (2006/2057(INI))

(17 Oct 2006) REPORT of the European Parliament on "Women in International Politics" (Rep A6-0362/2006 referencing Res 2006/2057(INI)). Committee on Women's Rights and Gender Equality. Rapporteur: Ana Maria Gomes MEP.

(01 Jun 2006) RESOLUTION of the European Parliament on "Women in armed conflicts and their role in post-conflict reconstruction" (2005/2215(INI))

(03 May 2006) REPORT on the situation of women in armed conflicts and their role in the reconstruction and democratic process in post-conflict countries (Rep A6-0159/2006 referencing Res 2005/2215(INI)). Committee on Women's Rights and Gender Equality. Rapporteur: Véronique De Keyser MEP.

(26 Oct 2005) Process for gender mainstreaming on Committee Work (adopted 26 October 2005)[154].

Established in 2006 by the Bureau of the EP under the initiative of Vice-President Kaufmann. As such, the Committee on Women's Rights and Gender Equality (FEMM) conducts a questionnaire sent to other working Committees of the Parliament to ascertain understanding and depth of gender mainstreaming. The first reports on gender mainstreaming were presented to the EP on 18 January 2007.

(30 Nov 2000) RESOLUTION of the European Parliament on "Participation of women in peaceful conflict resolution" (2000/2025(INI))

(20 Oct 2000)   REPORT on the participation of women in peaceful conflict resolution (Rep A5-0308/2000 referencing Res 2000/2025(INI)). Committee on Women's Rights and Equal Opportunities. Rapporteur: Maj Britt Theorin MEP.

European Parliament Subcommittee for Security and Defence (SEDE)

(10 Jul 2007)   SEDE Secretariat - Report on the Course on "Gender and ESDP" organised by the Hungarian Ministry of Defence with support of the German Presidency

(23 Mar 2007) Gender Mainstreaming Action Plan – Subcommittee on Security and Defence. Presented by Mrs Ana Gomes, SEDE Vice-chair responsible for gender mainstreaming

European Parliament Committee for Foreign Affairs (AFET)

(29 Jan 2008) AFET Secretariat - Gender Mainstreaming Action Plan.

Council of the European Union

GAERC

(8 Dec 2008)	Council Conclusions on EU guidelines on violence against women and girls and combating all forms of discrimination against them http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/gena/104617.pdf
(8 Dec 2008)	Council Conclusions 2914th External Relations and General Affairs Council meeting. Doc 16862/08 *Recalls the close link between peace, security, development and gender equality, need for consistent and continuous approach, from crisis management to reconstruction and development activities. Gender in SSR and DDR* http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/gena/104617.pdf
(10-11 Nov 2008)	Council Conclusions 2903rd External Relations and General Affairs Council meeting. Doc 15396/08. Included need to *mainstream human rights issues, including children and women affected by armed conflict and gender issues, in ESDP missions. Calls to implement UNSCR 1325, 1612 and 1820, increased participation by women in ESDP missions. Closer coordination with EUSRs.* http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/gena/104048.pdf (Also repeated in the Council Conclusions on ESDP) http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/esdp/103999.pdf
(16-17 Jun 2008)	Council Conclusions 2879th External Relations and General Affairs Council meeting, Luxembourg. On Sudan. Paragraph 6 *concerned by the evidence of continued high levels of gender violence and sexual crimes* and refers to '*the importance*' of UNSCR1325. www.eu2008.si/en/News_and_Documents/Council_Conclusions/June/0616_GAERC-Sudan.pdf On Children and welcoming the launch of the ESDP handbook on mainstreaming gender into ESDP. www.eu2008.si/en/News_and_Documents/Council_Conclusions/June/0616_GAERC-pr-GEN.pdf
(27 May 2008)	Council Conclusions on ESDP 2870th GENERAL AFFAIRS Council meeting. Doc.100623. *Paragraph 54 on Implementation of UNSCR 1325 and relevant EU documents, for concrete progress on the ground; Referenced Slovene Presidency study*

	"Enhancing the EU response to women and armed Conflict"; invites Member States to nominate more female candidates for CFSP/ESDP senior management positions, EUSRs and in ESDP missions. http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/gena/100623.pdf
(10 Dec 2007)	Council Conclusions on the implementation of the EU policy on human rights and democratisation in third countries 2839th GENERAL AFFAIRS Council meeting http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/gena/97506.pdf
(19-20 Nov 2007)	Press release 2831st Council meeting of Council of the European Union, General Affairs and External Relations (GAERC). Doc. 15240/07. *paras 46-47 on human rights and gender; summaries of Security and Development Council Conclusions – gender and 1325; Preventing and addressing situations of fragility – role of women, GBV, rights of women.* http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/gena/97190.pdf
(19 Nov 2007)	Council Conclusions on Security and Development 2831st EXTERNAL RELATIONS Council meeting Brussels. *(build synergies between (policies), with due regard for cross-cutting issues such as human rights, gender, including the implementation of UNSCR 1325 on Women, Peace and Security)* http://www.eu2007.pt/NR/rdonlyres/4319C2A2-37E7-4CC3-8457-5F3B2E15D2CC/0/97157.pdf
(15 May 2007)	Press release 2800th Council meeting of Council of the European Union, General Affairs and External Relations (GAERC). Doc. 9471. *paras 31-33 on human rights and gender.* www.consilium.europa.eu/ueDocs/cms_Data/docs/spressdata/en/gena/94116.pdf
(13 Nov 2006)	CONCLUSIONS of the General Affairs and External Relations Council (GAERC) of the Council of the European Union Secretariat document (14884/1/06 Rev1) on promoting gender equality and gender mainstreaming in crisis management. Document: www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/gena/91617.pdf Full press release www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/gena/91667.pdf Draft conclusions http://register.consilium.europa.eu/pdf/en/06/st14/st14884-re01.en06.pdf

EPSCO

(17 Dec 2008)	Conclusions of the Employment, Social Policy, Health and Consumer Affairs Council *on the review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – Women and Armed Conflicts, including a set of 4 quantitative indicators prepared by the French Presidency.* http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/lsa/104821.pdf

Declarations

(1 Dec 2008)	Declaration by the EU. One word: Leadership keeping the promise to stop HIV/AIDS. World AIDS Day (doc 16645).

Urgent need for gender analysis… including actions to address gender-based violence and abuse. In addressing those issues, it is important to involve both women and men.
http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/misc/105482.pdf

Cabinet

(11 Dec 2008)   Report on the Implementation of the European Security Strategy (ESS)

This report on the ESS finally acknowledges the importance of gender in security and women in peace-building processes by stating that 'The EU has recognised the role of women in building peace. Effective implementation of UNSCR 1325 on Women, Peace, and Security and UNSCR 1612 on Children and Armed Conflict is essential in this context.' and "Effective implementation of UNSCR 1820 on sexual violence in situations of armed conflict is essential." (S407/08)
http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/EN/reports/104630.pdf

Ministerial

(Nov 2006)   Ministerial Conclusions on Strengthening the Role of Women in Society, Istanbul (from the Euro-Mediterranean Ministerial Conference under the auspices of Finland's EU Presidency)
http://ec.europa.eu/external_relations/euromed/women/docs/conclusions_1106.pdf

(4 Feb 2005)   Ministerial Declaration of the Conference of Ministers of Gender Equality, Luxembourg

Summits

(22 Dec 2008)   2nd Brazil-EU Summit, Rio De Janeiro (doc 17602/08)

Improve women's participation in dialogue on peacebuilding activities in countries that are on the verge of or emerging from conflict or crisis situations. Strengthen cooperation on gender perspectives of peacebuilding and post-conflict reconstruction via implementation of UNSCR1325 and 1612.
http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/er/105021.pdf

Council Secretariat

(3 Dec 2008)   Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP (doc 15782/3/08 Rev 3)
A review and replacement of the former documents 11932/2/05 and 12068/06.

(1 Dec 2008)   Joint Commission and Council document 'Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security' (doc 15671/1/08REV 1)

The document aims to set out a common EU approach to the implementation of UNSC Resolutions 1325 and 1820. It also seeks to ensure that the EU's external actions are shaped to protect women from violence and that they contribute to increased equality between women and men during and after armed conflict. The document outlines common definitions and principles, and includes a series

of specific measures to improve coherence and continuity in the EU's crisis management initiatives and development work.
http://register.consilium.europa.eu/pdf/en/08/st15/st15671-re01.en08.pdf

(9 Nov 2007)	Council Secretariat document to COREPER – New Civilian Headline Goal *(immediate action on new civilian capabilities with "mainstreaming of human rights and gender issues in concepts and conduct of the CHG 2010 process")* (doc 14823/07)
(27 Jul 2006)	Council Secretariat document to delegations - Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations (doc 12068/06) http://register.consilium.europa.eu/pdf/en/06/st12/st12068.en06.pdf
(2006)	*Internal document – Report on exchange of Member States best practices on gender in ESDP missions. Requested by Politico-Military Group to Council Secretariat.*
(19 Dec 2005)	Council Presidency report on ESDP. Section XIV, 73 : Welcomes Council document 11932/2/05 on Implementation of UNSCR 1325 in the context of ESDP, and commissions the Institution of Security Studies (ISS) to research case studies on implementation.
(29 Sept 2005)	Council Secretariat document to delegations - Implementation of UNSCR 1325 in the context of ESDP (doc 11932/2/05 Rev2) http://register.consilium.europa.eu/pdf/en/05/st11/st11932-re02.en05.pdf
(23 May 2005)	Council Secretariat to delegations. ESDP conclusions of the General Affairs and External Relations Council (with the participation of Ministers of Defence). (doc 9004/05) *(refers to UNSCR 1325 and Generic Standards of Behaviour)* http://register.consilium.europa.eu/pdf/en/05/st09/st09004.en05.pdf
(18 May 2005)	Council Secretariat document to delegations - Generic Standards of Behaviour for ESDP Operations. (doc 8373/3/05 Rev 3) http://register.consilium.europa.eu/pdf/en/05/st08/st08373-re03.en05.pdf

EU Presidencies

(14 Nov 2008)	Trio Presidency Declaration: Gender Equality *Adopted at the Informal meeting of ministers responsible for equality between men and women, Lille, France.* http://www.womenlobby.org/SiteResources/data/MediaArchive/policies/Gender%20equality%20legislation/Final%20version-EN.pdf
(October 2008)	Recommendations from the conference "Implementing UNSCR 1325 and 1820 in EU missions: Improving immediate and long-term security for women". French EU Presidency and UNIFEM in cooperation with the European Commission. (Conference information here: http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=93
	Full DRC and Kosovo report will be available from http://www.isis-europe.org/index.php?page=gender)
(16 Jun 2008)	Presidency report on ESDP (doc 10415/08).*Highlights coordination on gender in missions (particularly in DRC); systematically including gender in the planning and conduct of all ESDP missions and operations, and subsequently evaluated in*

	the lessons learned process; gender expertise in missions; acknowledges the Handbook and study on Women in Conflict; acknowledges UNSCR 1325 and 1612. http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/en/esdp/101341.pdf
(June 2008)	Handbook on "Mainstreaming gender and human rights into ESDP – compilation of relevant documents". Developed under the trio EU Presidency of Slovenia, Portugal and Germany. http://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news144.pdf
(4 Apr 2008)	"Enhancing the EU response to women and armed conflict with particular reference to Development Policy", Andrew Sherriff ECDPM, with Karen Barnes. Study for the Slovenian Presidency of the EU. http://www.mzz.gov.si/fileadmin/pageuploads/foto/0803/WAC_study_-_final-zenske.pdf
(17 Jun 2007)	Presidency report to the European Council on EU activities in the framework of prevention, including implementation of the EU Programme for the Prevention of Violent Conflicts as adopted by the Council (GAERC) on 17 June 2007, (doc 11013-07).*Highlights gender mainstreaming, UN and EU instruments and gender advisors to EUPOL RD Congo and EUSEC RD Congo.*

Commission

(1 Dec 2008)	Joint Commission and Council document 'Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security' (doc 15671/1/08REV 1) http://register.consilium.europa.eu/pdf/en/08/st15/st15671-re01.en08.pdf
(25 Oct 2007)	COMMUNICATION from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions "Towards an EU response to situations of fragility" {SEC(2007) 1417)} *(women's role in "promoting sustainable peace and fostering security"; how fragility affects women; address gender issues; promote gender equality)* http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0643:FIN:EN:PDF
(08 Mar 2007)	COMMUNICATION from the Commission to the European Parliament and the Council on "Gender Equality and Women Empowerment in Development Cooperation" http://eur-lex.europa.eu/LexUriServ/site/en/com/2007/com2007_0100en01.pdf
(11 Dec 2006)	EU Concept for support to Disarmament, Demobilisation and Reintegration (DDR) *(mainstreams gender throughout the document)* http://ec.europa.eu/external_relations/human_rights/child/concept_ddr_1206.pdf
(01 Mar 2001)	COMMUNICATION from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: A Roadmap for equality between women and men.

ESDP

15 Dec 2006	EU Operation Headquarters, Operation Commander (Lieutenant General Karlheinz Viereck). *Final Report on Gender Work inside EUFOR RD Congo.* (The first EU mission to have a gender advisor appointed.) www.honvedelem.hu/files/9/8008/eu_operation_headquarters_final_gende r_report_eufor_rd_con.pdf
18-20 Apr 2007	EU Training on gender and ESDP, Budapest, Hungary LTC Annicq BERGMANS: CWINF and Gendermainstreaming Beatrix Attinger Colijn: Gender as element of OSCE's comprehensive security Charlotte Isaksson: Gender and Military ESDP Operations Durban Declaration on Gender Mainstreaming in the African Union, 2002 EU OPERATION HEADQUARTERS: Final Report on Gender Work inside EUFOR RD Congo Frank Cools: Gender in (planning of) peacekeeping operations A puzzle: the cross–cultural consistency of gender roles in war Dr. Henriette Riegler: Gender in conflict and post-conflict situations Dr. Henriette Riegler: Gender in conflict and post-conflict situations (ppt) Isha Dyfan: Gender mainstreaming at mission level Isha Dyfan: Objectives of the UN-DPKO Batt Judy & Valenius Johanna: Operations in BiH (EU ISS 2006) Joshua S. Goldstein: Introduction to Gender Issues Kemi Ogunsanya: Objectives of the UN-DPKO Kemi Ogunsanya: Gender, Peace and Security in Africa dr.Henriette Riegler: Kosovo case study Lena Larsson: Gender & Civilian ESDP Operations Lena Larsson: Gender perspective in ESDP operations Dr. Henriette Riegler: Macedonia case study Michal Malovec: European Parliament and its role in ESDP & Gender-related aspects Michal Malovec: European Parliament and its role in ESDP & Gender-related aspects (ppt) About the African Gender Awards 2005 Nicole Reckinger: Advancing the Gender and Security Agenda Summary Report on Group Workshop – Gender and the EU in Africa Ana Gomes: SEDE Action Plan on gender mainstreaming Budapest speech

Other

EU Guidelines

Council of the European Union has agreed seven sets of general guidelines.
http://www.consilium.europa.eu/cms3_fo/showPage.asp?id=822&lang=en

Relevant to gender:

2008	EU guidelines on violence against women and girls and combating all forms of discrimination against them http://www.consilium.europa.eu/uedocs/cmsUpload/16173cor.en08.pdf
	Children and armed conflict (docs 15634/03, 11521/04, 15957/04) (updated 2008) http://www.consilium.europa.eu/uedocs/cmsUpload/10019.en08.pdf
	Human rights defenders (doc. 10056/04) (updated 2008) http://www.consilium.europa.eu/uedocs/cmsUpload/16332-re01.en08.pdf

2003   Protection of civilians in EU-led crisis management operations (doc. 40805/03)

EU Institute for Security Studies (EU-ISS)

May 2007   Valenius, Johanna, Gender mainstreaming in ESDPs. Chaillot paper no. 101, EU-ISS.
             www.iss-eu.org/chaillot/chai101.pdf

July 2006   Batt, Judy and Valenius, Johanna Gender Mainstreaming: Implementing
                           UNSCR 1325 in ESDP Missions. EU-ISS. Commissioned by the Council.

Governments – National Action Plans 1325

EU

2004   Denmark (and Annex) (English)

2005   Sweden

8 Mar 2006   United Kingdom

2007   Austria

Nov 2007   Netherlands

Dec 2007   Spain

Sept 2008   Finland

Forthcoming 2009 Belgium
                   Portugal
                   Ireland
                   France

Non-EU in Europe

8 Mar 2006   Norway

31 Jan 2007   Switzerland

Apr 2008   Iceland

Other

Oct 2008   South Africa

Tools:

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